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POLICE RECORDS

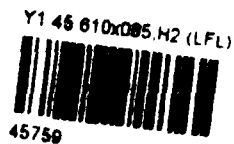
Their Installation and Use

POLICE RECORDS

Their Installation and Use

By
O. W. WILSON

PUBLIC ADMINISTRATION SERVICE



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To
AUGUST VOLLMER

FOREWORD

THE PAST decade has been marked by the appearance of several major works on police records and record-keeping. Without exception they have been directed at specific aspects of the subject, prepared particularly for the use of narrowly limited groups of police forces, or had for their purpose the dissemination of the more essential and basic records procedures to police agencies that could be reached only in this fashion. All have contributed their share toward advances in theory and improvements in practice. But as each has appeared and occupied that portion of the field for which it was intended, the need for a more general and definitive treatise has increased.

In this book, O. W. Wilson undertakes to satisfy that need. He brings to the task unusual qualifications. During his brilliant career as chief of police at Wichita, Kansas, he reorganized, staffed, and superbly led a police force that accomplished great things in law enforcement at little cost. Some of the achievements of his force revolved around improved personnel policies; some depended upon the establishment of a better administrative structure and the careful articulation of related activities; some, we may be sure, were the result of plain hard work—of persistence and of plans worked out with the burning of much midnight oil; and some of these accomplishments resulted from the development and maintenance of a thoroughgoing system of police records. In addition to his years in Wichita, Chief Wilson has conducted a number of surveys and reorganizations of police departments in other parts of the United States and has had the opportunity of observing European police systems at work. He is thus able to combine the points of view of the experienced police administrator and the student of police problems.

The purposes of police records are varied. If they yield no other return, they can at least provide an official memory of police operations. While this aim is extremely modest, it is nonetheless important, and no police force worthy of the name has succeeded in conducting even the simplest of its affairs without in some degree enlisting the aid of recorded facts. Some forces also employ records for what is often viewed as the melancholy business of preparing an annual report. Whether or not such public accountings for police operations and for money expended succeed in interpreting police methods and objectives to the public at large, both tradition and sound sense dictate that they must be embellished with what are loosely known as "statistics"; tabular statements cannot safely be improvised, but must be compiled from data regularly recorded.

Another and more ambitious purpose of a records system is disciplinary in character. In complex undertakings performed by many men, precision and certainty in action and control over far-flung operations can be secured

in some degree through a requirement that the manner of performance shall be so recorded that the written record can be summarized, tabulated, and otherwise adapted to the needs of administrative review. With the aid of reliable control records an alert administrator can project his policies and the driving force behind them much further than would otherwise be possible.

A fourth purpose of records is more ambitious still; it involves the use of records in the analysis of emerging situations, in the anticipation of problems and the development of plans—not under the compulsion of immediate necessity and without regard either for the past or for the next succeeding development, but rather in calm and calculating detachment. Here is administration in one of its higher forms; here abstractions are dealt with in terms of reality; here a course of future action is carefully plotted to meet issues halfway and before they have reached critical proportions.

These four objectives toward which police records may be directed constitute successive levels in record-keeping. They start with the simpler forms which satisfy the rudimentary requirements of the official memory, and progress through the intermediate stages of annual reporting and administrative control toward the final goal where engineering, accountancy, and crystal-gazing meet and mingle on equal terms. The vast majority of police forces never advance beyond the first level, others timidly essay the second, but only the hardy few push on to securing through records a more effective administrative control and a bolder treatment of emerging problems. The reasons for this state of affairs merit at least brief consideration.

Most of our police "forces"—rural constables, village marshals, and the like—are organisms so microscopic and unicellular that they have no need for more than the simple memorandum type of formal records. But even in many establishments of considerable size, including some of the very largest police bodies, there is a profound distrust of anything approaching a complete records system. Records can be rather expensive to maintain, they require much hard thought and agile inventiveness to install and develop, and even more of both qualities when the time comes to employ them as active instruments of administrative planning and control. Hence the lazy, ignorant, or incompetent administrator is likely to avoid them as unsettling influences in the monotonous routine of his uninspired leadership. He regards records as something that can be bundled up at the end of the year and relegated to a windowless room in police headquarters—a room adorned with liquor stills seized during the prohibition era, roulette wheels and slot machines in various stages of disrepair, the blood-stained linen submitted in evidence at the latest murder trial, and miscellaneous photographs of ex-mayors and former chiefs of police. From this limbo of forgotten things, the living impress of administration-in-action never emerges.

It must be conceded that most records deserve no better fate. Originally devised on a hit-or-miss plan, without clearly defined ends in view, poorly maintained on a fragmentary basis by units that do not understand their

purposes, and unsupported by administrative discipline and determination, these so-called "systems" become the pitiful devices by which the incumbents of sinecure posts escape from the utter boredom of doing nothing at all. Such persons as these complete the cycle of futility.

But for the vigorous chief administrator, his chief aides, and for the men and women in police records units who want their labors to be of value, and correspondingly esteemed, this is a book of opportunities. The various procedures here described have stood the test of practical use—some of them in scores of places throughout the land, others on a less extensive scale but under the critical eyes of exacting administrators. It is replete with examples drawn from the ingenuity and experience of many police forces. Charts, diagrams, records-forms, and pictures that tell a story illumine its pages. In so far as any book on so technical a subject can merit the characterization, this book is interesting. Certainly it will elicit much interest from those who are directly concerned with its subject matter and will serve them well as a constant aid in approaching their records problems. It should be on every police administrator's desk and in every police records bureau; it will find its way certainly to many of them.

BRUCE SMITH

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PREFACE

THIS MANUAL is designed to guide the police administrator and his staff in the installation, operation, and use of a records system. A records system for a police department must not be limited to criminal matters. The prevention of accidents is an important police duty which requires a substantial portion of police attention. The police are also concerned with reports of lost and found persons, animals, and property, and with the performance of a multitude of special services which do not relate directly to specific crimes. All of these incidents and activities must be recorded if police reports are to be useful in individual operations, in measuring accomplishments, in analyzing problems, and in directing police activities.

In 1929, the International Association of Chiefs of Police published a manual, *Uniform Crime Reporting*, which outlined police records and procedures essential to the compilation of national crime statistics on a uniform basis. Subsequently, the compilation of *Uniform Crime Reports*, based on data gathered in accordance with this uniform system, was transferred to the Federal Bureau of Investigation. Practically all cities now submit reports to the Bureau.

Police records systems that have been devised from time to time to meet local needs as interpreted by local officers have been apt to lack the completeness so essential to their administrative use. They have also lacked the uniformity necessary in the compilation of national statistics. Widespread interest in uniform crime reporting has led many cities to adapt their local records systems to the requirements of the uniform system, and at the same time to institute more adequate and complete records to aid police operations. Berkeley, California, Chicago, Illinois, and Cincinnati, Ohio, were among the first departments to modify their records to conform to the uniform system. Later, systems adapted from these were installed by the Research Division of the International City Managers' Association and by Public Administration Service in Fresno, California, Nashville, Tennessee, Saginaw, Michigan, Greenwich, Connecticut, San Antonio, Texas, Peoria, Illinois, Greensboro, North Carolina, and a number of other cities.

A records system suitable for a very large department will not be satisfactory for a very small one, and vice versa. However, there is general agreement on the fundamental elements any records system should include, and on the way it should operate. It is the purpose of this manual to present these principles and procedures so that they may serve as a basis of development for police records systems in departments having a single headquarters with no precinct or division stations and ranging in size from two or three men to departments having as many as three or four hundred men. Although local conditions may require minor adaptations to be made, the general outline of the system here described will be readily applicable to all of these

cities. It is suitable for the larger department which may wish to carry on fairly complete records activities, yet it is not too cumbersome for the smaller one; it is sufficiently flexible so that certain forms and procedures may or may not be used, depending on the size of the department and on the preferences of the administrator.

Uniformity of records procedures is generally accepted as being desirable. Uniform crime statistics may be provided, however, by a department with record forms that do not conform except in general content with those of any other department. For example, a record of arrest form must contain certain essential data, but the order in which these data are recorded or the exact form used are not so important. Should a records manual, then, merely outline general principles which will effect the accomplishment of a uniform result, should it present alternative forms and procedures, or should it arbitrarily propose the use of uniform forms? If it is to accomplish its purpose, the manual must be specific; and at the risk of appearing arbitrary, it has seemed wise to suggest single forms and procedures in most instances. That the records system outlined in this manual is practical is proved by the fact that it has been in operation in a number of departments for more than 10 years. This fact should be considered in making modifications in the forms and procedures suggested.

Certain basic tabulations of police data are essential to all departments, but decisions as to which tables to include in the monthly and annual reports are difficult. Suggested monthly and annual report tables are presented in Appendices D and E. Progressive departments might compile more complete information by using additional tables, but to suggest every conceivable tabulation that might be useful is clearly out of the question.

Police records are justified only in proportion to the extent they are used. This manual is designed to aid the operating personnel in the use of records in the performance of individual police tasks and to guide the command group in the administrative use of statistical data in analyzing problems, planning operations, directing police activities, and measuring accomplishments.

In attempting to trace the origin of the various forms in order to give credit to the departments and police administrators that developed them, it was discovered that each form had been subjected to so many modifications by the several departments which had used it that the relationship between the original form and its present modification had become tenuous. Most of the forms, files, and procedures discussed in this book were first used by August Vollmer while chief of police of Berkeley, California. Credit must be given to him for developing a practical system for recording police matters, and credit must be given to the host of police officials who have modified all or part of his records system to fit their own needs.

In addition to giving credit to those police officials who have participated in the development of the system of police records described herein, acknowl-

edgement must be made of assistance in the preparation, review, and rewriting of the text. The completed work bears imprint of the influence of so many police officers that a complete list of their names would read like a roster of the *International Association of Chiefs of Police*.

Special mention should be made, however, of Chief Alden A. Lewis, of Saginaw, Michigan, who personally developed many of the records procedures described to Chief Theo E. Hall, of Two Rivers, Wisconsin, who assisted in rewriting the manuscript following review by numerous persons concerned with police administration; to Paul Carrico, who aided materially in the reorganization of the first draft; and to Laverne Burchfield, of the staff of Public Administration Service, who edited the entire work and rewrote parts of it.

Finally, mention must be made of Donald C. Stone, now assistant director in charge of administrative management of the United States Bureau of the Budget, who conceived the idea of a records manual a decade ago, while serving as research director for the International City Managers' Association and who has been relentless in his determination that such a work be published. In addition, he has reviewed the entire manuscript and has reorganized and rewritten large parts of it.

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THE NEED FOR POLICE RECORDS

IN CONTRAST with the simple task of law enforcement a few years ago, the police today are confronted with exceedingly complex and difficult problems. Success in preventing accidents, catching crooks, locating stolen property, and accomplishing the hundred and one other tasks of a modern police department depends upon carefully planned strategy and vigorous follow-through. To be effective departments have to evaluate procedures continuously, improving techniques at one point, discarding unproductive methods at another. The facts necessary to the analysis of problems and the formulation of strategic moves are made available by an adequate records system.

There is a direct relationship between the efficiency of the police department and the quality of its records and records procedures. Complete information is essential to effective police work; reports of crimes and other matters of concern to the police must be classified, indexed, and filed so that information is readily available to the officers working in the field. Analyses of these reports are also useful to the commanding officers. Every police administrator is called upon continually to make decisions relating to the distribution of his force, the assignment of men to particular tasks, the expenditure of funds for one purpose or another, and the revision of plans of operations in relation to changing crime conditions. Much of the information necessary to arrive at sound decisions may be gleaned from administrative records or reports which give a picture of present conditions and problems faced by the department, of the work of individual employees, and of the activities of whole units in dealing with these problems.

Directing Police Effort

The first step in solving a problem is to diagnose it. The progressive police administrator wants facts concerning the character, extent, location, and time of occurrence of crimes and other incidents requiring police action. With this information available, he can identify police hazards, isolate the particular elements requiring attention, and direct his energies to eliminating the hazards or reducing their potency.

To combat property losses the types of property subject to most frequent attack are determined. The amount of property loss serves as a measure of the relative severity of attacks against certain types of property. For

example, filling stations and drug stores may be found to constitute more serious police hazards than other commercial establishments. In cooperation with the proprietors it may be possible to minimize the store hazard through more adequate lighting, the addition of gratings on windows and skylights, or other changes aimed at increasing security. In some instances it may be impossible to eliminate the hazard; it will then be desirable to institute more frequent patrol to diminish the chance for criminal operations.

Armed with pertinent facts, the energetic police official launches programs to lower the crime rate. Effort may be directed at residence burglaries in one section of the community, at car thefts in another, at armed robberies during certain hours of the day, and at rooming-house burglaries during others. The particular groups or types of persons who are committing crimes are identified by analyses of the age, race, sex, residence, and other characteristics of apprehended offenders. Environmental conditions that seem conducive to crime are determined and areas requiring special attention are spotted. Adequate facts enable the police to keep track of the whereabouts of the criminal population and to maintain supervision over questionable establishments which have been involved in vice activities. Criminal histories aid in studying individual offenders and in planning crime prevention work.

In the field of traffic control accident records aid in the determination of the engineering, educational, or enforcement activities that will solve a particular problem. Locations where many accidents occur may be spotted, and facts relating to these accidents gathered. The analysis of these facts will indicate whether the high accident rate at a particular spot is caused by obstruction of view, by confusion resulting from wide areas of roadway without channelizing strips or lines, or by poor highway design such as short turning radius or improper street width. Or the cause may be found to be improper street illumination, inadequate regulation by signs or signals, or improper driving practices which indicate a need for the more stringent enforcement of traffic regulations. Patrol activities may be concentrated at locations where and hours when accidents are most frequent, and arrests may be made for offenses that are causing the accidents. Traffic records help in the identification of citizens who need training in safe driving. A community-wide educational program may be planned on the basis of need.

Records aid the police administrator in the distribution of man power. The police personnel must be divided among the several functional units of the department; some are assigned to records and other service units, and some to the detective, traffic, and other operating divisions. Most of the force, however, should be assigned to patrol. An equitable distribution of man power among the various divisions must be based on the relative need for police service as it is indicated by an analysis of the records. Patrol services, in turn, must be distributed over the 24 hours of the day and to all parts of the city. A division of the patrol force into three platoons of

equal strength is poor management if the need for service during the three shifts is found to differ. To make patrol districts of equal area if work loads are unequal is also poor management. Only by an analysis of his records may the police administrator be certain of the relative police load carried by the various platoons and found on each beat. Wise distribution of patrol force is made in proportion to need, and need is measurable in terms of the police action required in dealing with crimes, accidents, and other incidents arising from police hazards and in terms of police effort which must be directed at preventing such occurrences.

Police needs change. For a time, criminals may be unusually active in certain sections of the community during certain hours of the day, thus temporarily making desirable a change in the regular distribution of the patrol force which is based on the average need over a long period. Police records reveal shifts in actions requiring police attention, as for example a sudden outbreak of residence burglaries, an increase in shoplifting, or a run of check-passing; prompt diagnosis of the records guides the police official in meeting the unusual need. Tabulations showing what, where, when, and how crimes are being committed assist in the development of police strategy

the concentration of efforts at those locations and during those hours they are most needed. They give leads as to where the criminal may be and when he will be there, so that a policeman may be posted to catch him or prevent his operation.

Police administration is necessarily haphazard unless the "batting average" of the department and of its component units and individual officers can be computed and studied. The records division serves as an accounting unit. It provides balance sheets and analyses of operations. The administrator is able with their aid to ascertain the accident rate and the crime rate in his community and determine whether they are on the increase or decrease. Comparisons may be made with the rates in other communities.

Certain measuring sticks may be applied in appraising police efficiency and accomplishments if police records are accurately and completely maintained. Without them the police administrator cannot tell how effective his policies and procedures are, nor the results of changes in methods of operation. He needs an answer to the question: Is each detective carrying his fair share of the load? Ascertainment of the average length of time required in the investigation of the various types of crime will permit an estimate of how busy each man is kept in handling his assignment. A comparison of the percentage of his cases cleared by arrest with the percentages of other detectives with comparable assignments or with his own assignments in the past will help to show whether he is doing a creditable job. Another question may be: Are distinctively marked police cars proving effective in both traffic and crime control? Analysis of changes in the accident rate, the number of traffic arrests, and the crime rate following the adoption of distinctively marked cars will indicate the result. Is the juvenile crime

control program proving effective? The answer may be obtained by studying variations in the number of crimes of different types committed by juveniles.

Police success in solving crimes may also be measured. Percentages of cases cleared by arrest, of offenders convicted, and of stolen property recovered indicate the effectiveness of police investigations. For example, if less than one out of every four crimes is cleared by arrest of the perpetrator, and if less than half of those arrested are convicted, there is evidence of needed improvement.

Police efforts in traffic regulation may also be evaluated. Is traffic enforcement adequate? The amount of enforcement in terms of need may be measured by the ratio of persons convicted for violations which have endangered the safety of other motorists and pedestrians to the number of accidents resulting in personal injury, and the success of the traffic control program may be measured in terms of comparative accident rates. Is the court handling traffic cases satisfactorily? The percentage of traffic offenders convicted, the percentage given suspended sentences, and the severity of the punishment in terms of the average fine are pertinent facts.

The Administration of Criminal Justice

The successful administration of criminal justice calls for the appearance of defendants in court. Some are summoned or cited to appear, others are out on bail, and the remainder are held in jail pending trial. In each case the defendant must be present at the time the case is called; police records indicate whether or not he appears.

Police records assist the court in determining the punishment that will fit the offender. The driving history of the traffic offender and the criminal record of the malefactor aid the judge in reaching a wise decision in particular cases. A police report summarizing the case and showing pertinent information regarding the crime, the suspected criminal, the physical evidence, and the testimony of witnesses is of assistance to the prosecutor.

Records are useful in evaluating the effectiveness of the machinery of criminal justice. The severity of treatment can be measured, ticket fixing and other miscarriages of justice may be spotted, and evidence of prejudice on the part of the court or prosecutor becomes apparent on analysis. Records afford a follow-up on court cases; the length of court proceedings can be related to the outcome of cases and blame for delay can be fixed. An analysis of court cases quickly and certainly reveals irregularities and traces them to their source. The knowledge that the police possess this information serves as a deterrent to abuses.

Individual Police Operations

Successful administration requires the careful fixing of responsibilities so that employees may be held accountable for performance. Each task must

be the responsibility of someone and each police officer must be given unavoidable obligations. Police records register assignments, place responsibility, and provide a check on the accomplishment of tasks. Errors may be traced, inadvertent oversights and willful neglect detected, and the successful performance of tasks assured.

Police records provide an account of all police activity and aid supervising officers in their management of personnel. Adequate records measure relative capacities for work and indicate special abilities and aptitudes of police officers. They are useful in making assignments and promotions so that each man is placed on the job for which he is best suited. They assist in the evaluation of police recruitment procedures by making possible the detection of the officer who has failed and the reason for his failure. Analysis of accomplishments and failures also indicate training needs.

Police records help supervisory officers in their day-to-day work by showing the progress of investigations and revealing deficient or improper handling of cases. They assure the head of the police department that each complaint is registered and that officers are properly dispatched to the scene of criminal operations. Specific allegations of improper police action and inquiries relating thereto by the chief executive officer of the city, members of the governing body, or citizens may be answered promptly and completely. Inability to provide this information leaves the police in a weak position, unable to disprove charges positively. Information regarding the complaint and the progress of the investigation gives the supervising officers a basis for reviewing the work of the investigators. Failure to follow up on an investigation or otherwise dispose of police business properly sticks out in the records like a sore thumb. The records thus act as a barrier to the individual policeman who wishes to conduct an investigation or discontinue it in violation of departmental policy and sound police practice. The reports in which he records the investigation provide information necessary for supervising his work and determining that each case has been properly handled.

The apprehension and successful prosecution of the criminal are dependent on facts noted by the investigating officers. Statements of witnesses and observations of investigating officers must be recorded while they are still fresh. The possible conviction of a criminal may depend upon the vividness, completeness, and accuracy of the record.

An adequate police records system contains a mine of information useful to the police in the identification of persons and property. For each criminal who has been in their custody, there is a complete history, together with fingerprints, photographs, physical description, and description of method of operation—all useful in his identification. Persons wanted by the local police or outside agencies can be positively identified and innocent persons freed from suspicion. In their investigations and in the enforcement of regulatory measures officers are far more effective in detecting criminals

when the records information is systematically tapped. The traffic offender or the casual drunk may be identified as a notorious criminal for whom a nationwide search has been instituted. The police may establish the identity of unknown perpetrators by a comparison of their methods of operation with the operating patterns of known criminals or by a comparison of their physical descriptions with those of criminals whose identities are known.

Police departments with well organized records recover quantities of lost and stolen property through the use of the records files. Abandoned automobiles and pawned articles are quickly identified as having been stolen or lost by reference to the index files of stolen and lost property. The watch in the possession of a prisoner held on some minor charge may be identified as having been stolen in a distant community some time before by the simple but effective expedient of referring to the file of watch movement and case numbers.

Physical evidence must be preserved and its presentation in court assured. Records aid in accomplishing this end, prevent the unauthorized release and loss of property, and assure its return to its rightful owner. They enable the police to trace the history of the possession of all property in their custody and to record its final disposition.

Other Administrative Uses

Police records integrate the various branches of police service into one coordinated unit. They furnish a means of communication among the members of the department. Without a records system to bind them together each specialized unit and each policeman operates "on his own"; fruitless hours of search for a "wanted" person may be spent because the information has not been received that the man has already been arrested by some other member of the department. Without adequate records, policemen may permit "persons wanted" to go their way simply because the fact that they were wanted has not been made known to the entire personnel. Failure to arrest drivers of stolen automobiles and persons having other stolen property in their possession is often traceable to an inadequate or poorly administrated records system.

Police records are useful in calling pertinent conditions to the attention of other city departments and agencies. They may include such items as fire hazards, violations of health rules and the building code, damaged pavements and sidewalks, street lights not burning, and a multitude of similar matters. An adequate records system facilitates notification of the police in other cities and other local law enforcement agencies concerning wanted persons, lost property, and other important matters.

The chief executive officer and the governing board of the municipality must be informed regarding police problems and the programs undertaken in their solution if the police are to receive the financial backing and sympathetic support necessary in the accomplishment of these programs. This

information may be regularly supplied through the operation of an adequate records system.

Keeping the public informed of police problems and accomplishments is likewise a vital administrative duty. The success of many police programs, especially in the traffic field, is dependent on public support which is almost invariably obtained when the purpose is clearly understood. The compilation of information and reliable reports of police operations for the public depends upon a complete police records system. If the press is regularly supplied with correct data, editorial-room crime waves are not manufactured, and a more complete understanding of police problems is made possible.

Property inventories which provide information regarding the amount, nature, and distribution of equipment are another feature of a police records system. Records showing the cost of operation and maintenance of equipment aid in the reduction of operating costs. By analyzing the cost per mile for operating the department's automobiles and determining other ratios such as miles per gallon of gasoline, equipment with excessive costs can be identified and proper action taken.

Records are also useful in preparing the departmental budget and managing the department's fiscal affairs. They make possible the compilation of accurate payrolls and assist in keeping expenditures within the limits of appropriations. They provide a control over money received and disbursed and they offer proof of the justification of expenditures. They supply much information needed in the preparation of the annual budget. A program must be well supported to compete with the programs of other departments for public funds. The best argument for adequate automotive equipment is the comparative effectiveness of motorized and foot patrolmen as measured in such terms as area patrolled, complaints handled, arrests made, and stolen automobiles and other property recovered. The relative effectiveness of police vehicles with and without radio may be similarly determined. Increased police needs become apparent when a comparative analysis is made of population, traffic volume, street mileage, complaints handled, arrests made, and services performed. The police executive is most likely to make his case and receive adequate support if he can show, in terms of effective policing and protection from criminals, just how his money is spent.

In addition to annual budgeting the wise police administrator does long-term planning and develops a long-term budget that forecasts needs for several years in advance in order that police requirements may be met year by year as they develop. Growing police demands must be discerned before the situation becomes acute, and the task of obtaining appropriations sufficient to meet them difficult. Police records indicate trends useful in planning for future needs, and permit an estimate of additions to the force and the new equipment and office space necessary to accommodate them.

2

ORGANIZATION AND INSTALLATION OF A POLICE RECORDS SYSTEM

THE EXTENT to which the records system facilitates police management along the lines described in the preceding chapter depends in large measure upon how it is organized and administered. The mere introduction of forms will accomplish little. The system must be designed to meet the operating needs of the department and placed in the hands of competent staff. Too often the task of maintaining records is assigned to some disabled officer who has no aptitude for the work, and in many police departments the keeping of records is left to the whims of the individual units instead of being developed into a carefully planned, centralized activity directed by a top-ranking officer. In such situations there is no real records system.

CENTRALIZATION OF RECORDS WORK

The records unit is the information center of the police department. The modern records division performs the work that in the past has been performed by the bureau of identification, the desk sergeant, the booking officer, the communications unit, the property clerk's office, and possibly the accounting office. In addition, the records division controls the activities of individual officers and units through a system of follow-up which insures that no incident or condition which has been called to the attention of the department is dropped until it has been properly concluded.

All phases of police records work must be fitted together to form an integrated system. Complaint reports, arrest records, identification facilities, property controls, and communications are interrelated and require careful coordination. A few examples of the types of work performed by the department will serve to show their interdependence. Nearly all complaints originate by telephone. Officers are dispatched by radio, the incident and assignment are recorded, and the investigation is made and reported. A patrolman makes an arrest on the basis of a physical description furnished by a detective; fingerprints and photographs are taken and the prisoner is identified by fingerprints on file as being wanted in another state, or by a latent fingerprint as being responsible for a local burglary. A watch in his possession is identified through its case number as one stolen in a nearby

city. Information regarding printed checks on his person similar to fraudulent checks recently passed is referred to the bad check detail. Complete success in dealing with the various phases of complicated criminal cases often depends upon the coordination of all records operations in a single records unit.

It is true that operating divisions have frequently been forced to establish their own records procedure because the department has failed to organize a single, coordinated scheme or to establish a competent records unit. Also, some records officials have been guilty of forgetting that the sole function of the central records unit is to provide service to the rest of the department. Failures of particular departments in these specific matters do not constitute valid arguments, however, against the desirability of a central records system.

Evils of Decentralization

One of the dangers of decentralization in record-keeping is the tendency to ever greater decentralization. Detective, traffic, and other operating divisions frequently desire to maintain their own records, arguing that since they are the units that use the information they must control its recording. While there is a measure of justification in this claim, the urge, if unchecked, leads to complete decentralization. It may even result in a series of individual, uncoordinated systems within a single unit, as sometimes occurs in detective divisions that have specialization of investigative duties. Auto theft bureaus, homicide squads, and robbery details in the larger departments have sometimes established their own records systems and operated them independently and without coordination. The next step, of course, is a vest-pocket records system for each detective. In more recent years, the same tendency to decentralization is apparent in the establishment of separate records for the traffic division and the juvenile crime prevention division. Such decentralization makes effective management of the department difficult. Weaknesses of individuals and units are not easily detected, assignments cannot be made wisely, and the various activities of the department are not completely integrated into a well-rounded police program.

Perhaps the most serious result of the decentralization of records, however, is the lack of assurance of the police chief and municipal officials that an honest accounting of police work is being made. When the patrol force keeps its own records, it may be tempted to forget to record some complaints because a low crime rate reflects to its credit. Detective divisions have falsely improved their standing by failing to keep records of offenses that are not likely of solution. Such practices have been common in many police departments, and police administrators have been embarrassed when this laxity—often unintentional—has been discovered. Integrity in the maintenance of the records system, combined with frank report-

ing to the public, has always proved to be the best policy in police administration.

Advantages of a Centralized Records Division

A coordinated records system administered by a competent records officer offers many positive advantages. It permits greater specialization in work and greater efficiency. Records activities are concentrated in the hands of a smaller number of individuals who can develop skill on the job. Training, supervision, control, and the placing of responsibility are simplified. Inaccuracies resulting from lack of skill, deliberate efforts to distort, or an unconscious desire to make favorable returns are minimized. The various records that relate to a particular case, place, person, or problem are centralized in one place, and information obtained by one officer can become the common knowledge of all. Time is saved in searching for records; "passing the buck" and needless delay are avoided; instant response is possible to any call from the outside by telephone, radio, or telegram. Finally, a more uniform and consistent classification of offenses and other data is assured.

A well-administered central records system contributes to the effective operation and management of the police department. A centralized system places the responsibility for the effectiveness of records work in a single division head; the police chief has but one person to contact for records information and reports. As pointed out in Chapter 1, a centralized system supplies the data for administrative control; it aids in the judicious distribution of man power; it permits a more reliable evaluation of the efficiency and economy of operation; it makes readily available information for both short- and long-term planning; and it provides a prudent control over the assets of the department.

Records Work a Joint Undertaking

The compelling need for concentrating records responsibilities in a central records division does not mean that it performs all of the records work, that the rank and file of officers are relieved of preparing reports, or that the keeping of some records in other units of the department is undesirable. On the contrary, patrol, investigating, and other officers have as much responsibility in submitting reports under a centralized as under a disjointed system; and when the system is modern and comprehensive they have even greater responsibility. The operating divisions must help to keep the system functioning smoothly. Moreover, some current work records must be maintained in the offices of operating units, although their control is centralized.

If the central records division is readily accessible to all operating divisions of the department and functions as an effective service unit, what types of records should the several operating divisions be permitted? A

copy of the daily bulletin for each branch of the service furnishes complete and up-to-the-minute information on departmental activities. Copies of reports of stolen automobiles and bicycles and of persons wanted must be made available to all members of the department. Duplicate cases and reports facilitate detective investigations; spot maps, summaries, and charts of accomplishment are useful in every field of police activity. Attendance records and other control devices must necessarily be used by each division.

ORGANIZATION OF THE RECORDS DIVISION

From the discussion up to this point, it can readily be seen that the records division should be a central service agency whose head reports directly to the chief of the department. Figure I illustrates how this unit fits into the general structure of the Police Department of Greenwich, Connecticut. Although the chart shows the records division as paralleling the patrol, traffic, and investigation divisions, its distinctive characteristics should be recognized. It has no police functions as such, but provides auxiliary services to the rest of the department. It is useful to the chief in his job of management and furthers the work of the operating units. Among the more important services it furnishes are communications, including communications by radio, records and identification activities, and the custody of property.

Duties

The specific activities to be assigned to the records division must be determined in the light of the particular local situation. For example, the existence of central municipal personnel, purchasing, and finance agencies, and the adequacy of the records maintained by them will bear directly on the establishment of police records relating to matters handled by these agencies. The police department will find it unnecessary to maintain an accounting system if the finance director is able to furnish promptly needed information regarding police accounts. A central municipal inventory of equipment may make unnecessary a duplicate file on police equipment. Some personnel records may likewise be unnecessary if complete records are maintained by the municipal personnel bureau. The size of the department, its organization, and headquarters facilities and their arrangement also affect the duties assigned the records division.

Experience has demonstrated, however, that certain responsibilities are generally appropriate for this division. The first responsibility, of course, is the keeping of records that are distinctively police records. These records must be kept completely and accurately; they must be inspected, followed up, classified, indexed, and filed; they must be used in identifying persons and property and in providing supervision over investigating officers; the information they contain must be tabulated in almost every conceivable way and summaries must be presented to the operating units. In order to

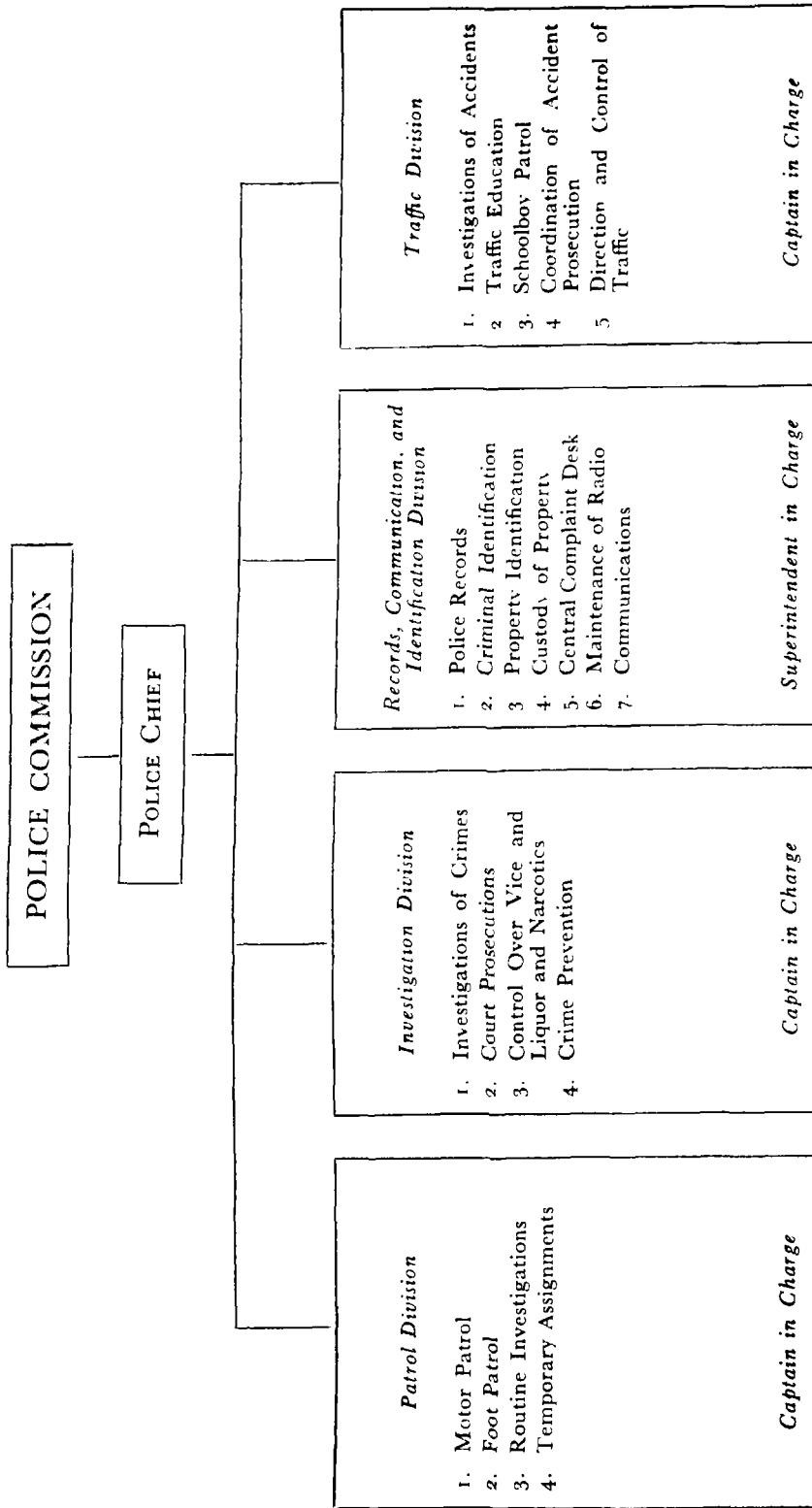


FIGURE I. ORGANIZATION OF THE POLICE DEPARTMENT,
GREENWICH, CONNECTICUT

assure an honest accounting of police work, it is desirable that the central complaint desk be made a part of the records division. The records division is sometimes assigned other activities as well when it seems to be the unit best suited in a particular department to handle them. These activities may include the booking of prisoners, the dispatching of officers in field operations, and the accomplishment of other communications tasks. Fingerprinting and photographing prisoners and performing the varied records tasks relating to the classification, identification, and filing of these records are also usually assigned to this division.

The propriety of including two of these activities in the work of the records division is sometimes questioned—communications and criminal identification work. Because the intimate relationship of these activities to other records work is not always clearly understood, it will be discussed in the following paragraphs.

Police Communications

Scarcely a police action is taken that does not involve some form of communications. Nearly all requests for police service are made by telephone; police officers on street duty report to headquarters by telephone; radio communication is maintained between the dispatcher and officers in the field. All of these messages must be immediately recorded. Most police records originate with messages transmitted by some form of communications facilities, and information to be added to the records is received from time to time in like manner.

Desk sergeants or dispatchers (like records clerks who perform a service for all operating divisions) should be attached to the records division because they form a link in the records and reporting system. The control of communications by a central service agency instead of an operating division is essential to accurate crime accounting. Since the central complaint desk at which the desk officers are located should be an integral part of the records division layout, the supervision of these officers by the head of the records unit is both natural and easy. Figure II shows the location of the dispatcher and desk officer at the complaint desk in the San Antonio, Texas, Police Department, where the dispatcher's office adjoins and is a part of the records division.

Making dispatchers or desk sergeants responsible to the records division is protested by some police executives on the ground that such assignment violates the principle of unity of command by placing operating division subordinates under the control of two masters: the dispatcher and the commanding officer of a line division. This criticism would not be eliminated by assigning dispatchers to an operating unit, since dispatchers must serve the personnel of all operating divisions whether patrol, traffic, or detective. Actually, the dispatcher has no power of command in his own right; he merely acts for the commanding officer whose personnel is being

POLICE RECORDS

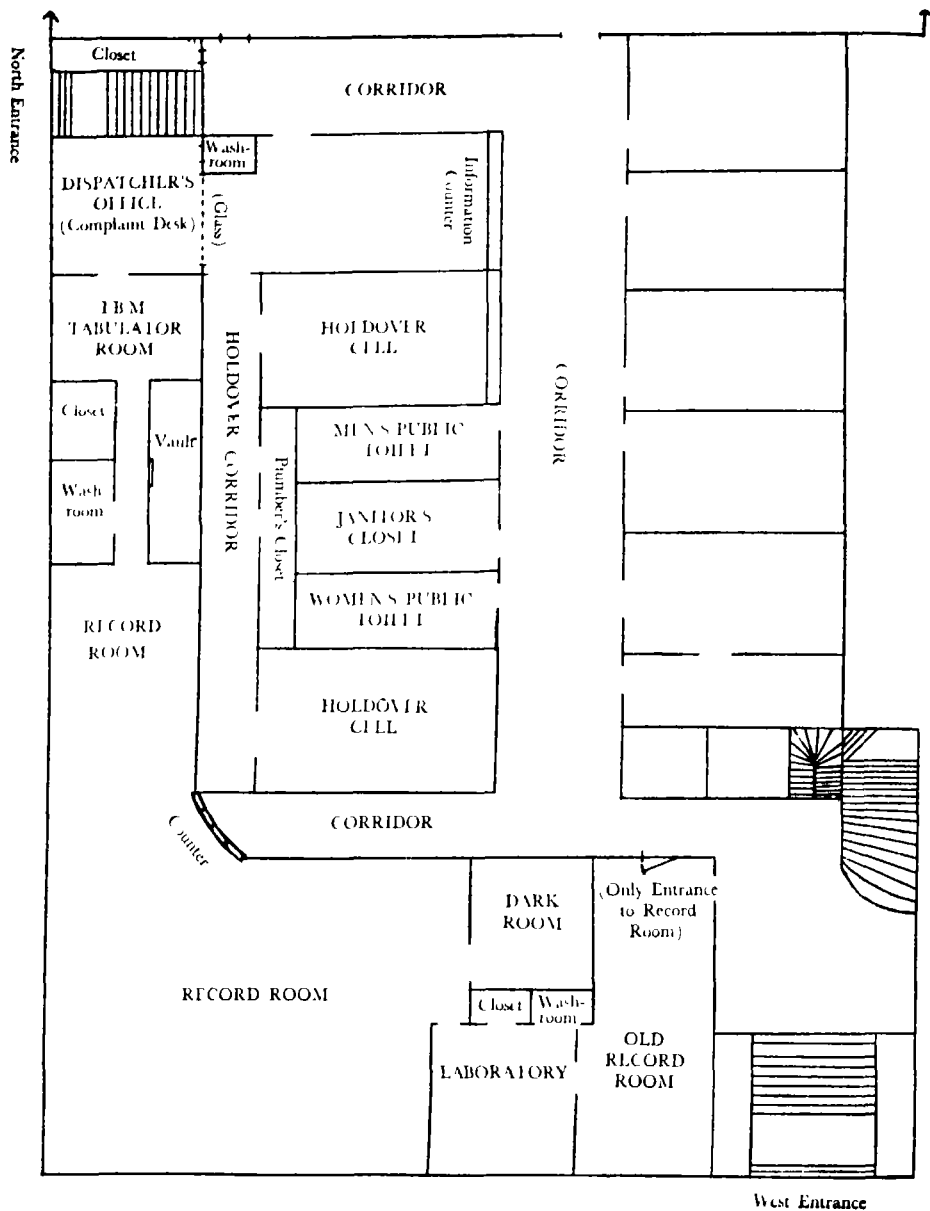


FIGURE II. FLOOR PLAN OF THE RECORDS DIVISION, POLICE DEPARTMENT, SAN ANTONIO, TEXAS

directed. He may not depart from established policy and practice without consulting that commanding officer. Departmental regulations governing these matters, drafted with the participation of the heads of the operating divisions, will safeguard their interests. Unusual situations are referred by the dispatcher to the commanding officer in charge of headquarters.

Some departments assign dispatchers or desk sergeants to an operating unit, usually the patrol division. This arrangement does not alter the pattern of records that must be kept, but merely transfers certain records tasks to another unit; the same duties will be performed by these officers regardless of the division to which they are assigned.

Criminal Identification Work

The reasons for including fingerprint, photography, and related criminal identification facilities in the records division are compelling. The trend has long been in this direction, although many police departments still place identification work in the detective unit. Identification techniques were developed before the advantages of central records systems were generally recognized; identification work was placed in the detective branch, and once entrenched there it was not easy to dislodge except in those departments which have sought to keep their organization and procedures abreast of modern developments.

The maintenance of criminal identification records forms an integral part of the total records job. Fingerprints, photographs, and physical descriptions of known criminals and descriptions of their methods of operation, and the descriptions of unknown perpetrators and their methods should be centrally maintained in the records division. Information regarding the known and the unknown must be brought together if identifications are to be made and crimes solved. The interrelationship between the criminal and the crime he has committed is so close as to leave no doubt that identification records are a component part of the police records system.

Organization in Departments of Various Sizes

The size of the police department is the most important factor determining the records division organization. There are, however, three general organization patterns, which may be modified to meet specific needs—particularly the physical necessities of headquarters arrangement. In some departments the desk officer or officers perform all records duties including booking prisoners, receiving complaints, and dispatching officers. In others there is a full-time records staff assisted by the desk officers. In the largest departments some desk duties are physically separated from others and are performed by two or more persons during all or part of the day.

In small departments, usually those with fewer than 20 men, the records duties are all performed by the desk officer. In a very small department, where these tasks can be accomplished by one desk officer working only part of the day, a formal records division need not be organized. However, if the work of the department requires a desk officer on two or more tours of duty, certain administrative problems arise. The work must be planned, directed, and coordinated, procedures must be outlined, duties assigned,

and responsibilities fixed. One officer must be placed in command of the desk operations and some sort of organization unit must be established if these administrative responsibilities are to be properly discharged.

In the small department the officer commanding desk operations will work on the day tour and supervise the performance of all records duties. He or one of the other desk officers may be the identification officer. Among them are divided the records tasks to be described later. The desk officer in departments of this size also books prisoners and serves as jailer, complaint officer, and dispatcher.

As the department increases in size, the volume of these routine desk duties and of the records tasks increases to the point where the desk officer is no longer able to handle them alone. He may first obtain a part-time assistant; perhaps a patrolman does the fingerprint work, or the follow-up operation of inspecting reports and records to determine that proper action is taken may be handled by a superior officer devoting an hour or two each day to the task.

In still larger departments, one or more persons, assisted by the desk officer, may devote a full tour of duty exclusively to records tasks. The command of the records division then passes from the daytime desk officer to the full-time officer who directs all records and communications activities. Usually the first full-time man to be appointed to records work will be an identification officer, who may devote an hour or more of his time to identification records and the remainder to complaint and arrest records. A department of 20 men or more usually warrants this scheme of organization.

In these larger departments, routine desk duties, in addition to other records tasks, increase to the point where a single officer cannot handle them. The single telephone is replaced by a multiple key switchboard and later by a multiple cord switchboard. Since jail duties take the desk officer from his post, it is usually advisable to give him the assistance of a jailer or turnkey, although if the arrangement of the office and the jail permits, jail duties may be performed by a records clerk. When a jailer is provided, a substantial part of his time may be devoted to assisting the desk officer in his routine record and complaint counter tasks if the jail is located conveniently near. Figure III is a chart of this type of records organization in operation in South Bend, Indiana. It shows the staff of the division and the activities assigned to them.

In large departments desk duties become so extensive that they must be divided among several officers if they are to be properly performed. The desk duties consist in receiving complaints over the counter and by telephone, receiving routine telephone calls from officers, dispatching officers on complaints by telephone or radio, booking prisoners, and performing a variety of records tasks in conjunction with each operation. The division of these duties among two or more men is determined by the load, the size of the department, and the physical arrangement of the office space. Fre-

quently, the arrangement of headquarters space makes necessary the booking of prisoners at a point removed from the complaint counter when the desk load is yet comparatively light. Dispatching may be separated from telephone switchboard operation, in which case the two activities are connected by direct line. One or both may be removed from the complaint desk and isolated from the public.

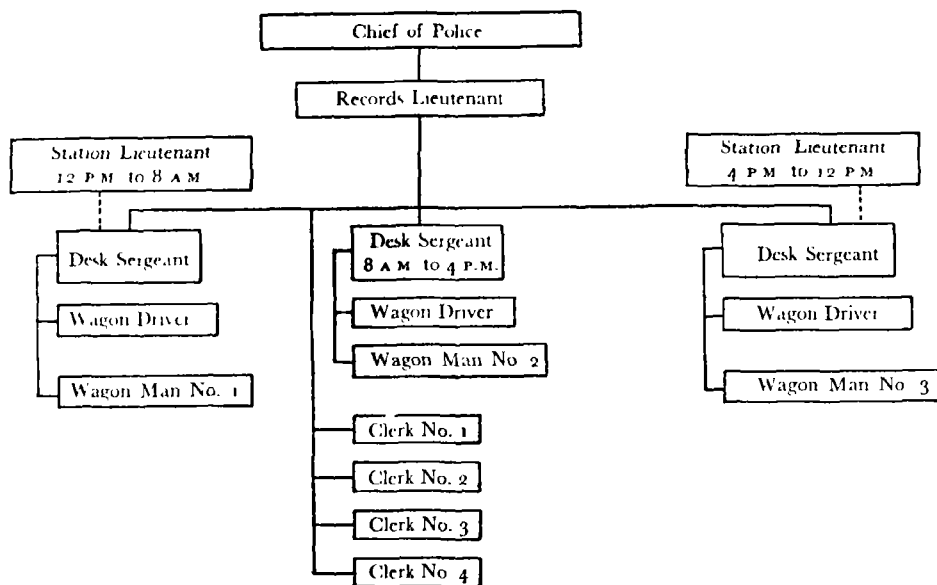


FIGURE III. ORGANIZATION OF RECORDS WORK, POLICE DEPARTMENT, SOUTH BEND, INDIANA, 1940.*

DESK SERGEANT: Operates telephone switchboard; dispatches officers by radio; executes case sheets; records calls from officers; makes radio log; serves as information clerk; and books prisoners.

WAGON DRIVER: Has charge of jail; fingerprints and photographs prisoners; makes out jail sheet, daily bulletin, and daily summary; has custody of property brought to headquarters; and drives patrol wagon and ambulance.

WAGON MAN: The second man on the ambulance and patrol wagon, and assistant to the desk sergeant.

WAGON MAN No. 1: Performs follow-up duties.

WAGON MAN No. 2: Inspects bicycles and takes prisoners to court.

WAGON MAN No. 3: Serves as clerk in records office when he is not needed in sergeant's office or on wagon calls.

CLERK No. 1: Classifies, searches, and files fingerprints and other identification records.

CLERK No. 2: Attaches items to cases; indexes cases and fingerprint cards.

CLERK No. 3: Classifies, files, and follows up on traffic accidents.

CLERK No. 4: Acts as relief for wagon drivers and wagon men.

*A full-time records staff is provided, assisted by the desk and jail officers (wagon drivers), but the desk duties are not divided. Supervision over the desk sergeants and wagon drivers from 4 P.M. to 8 A.M. is maintained by the patrol division lieutenants.

The hourly variation in telephone calls is considerable, and a staff adequate to handle the load during the lighter hours in a large department would be swamped during the peak hours. Variation in load is met by increasing and decreasing man power and by dividing and combining tasks. A load requiring a separation of dispatching and telephone operation during the day and evening may be handled after midnight by one man if the physical arrangement permits such a combination. But whatever the arrangement and organization of work, provisions must be made for prompt attention to telephone calls. The staff must be geared for the peak and adequate to handle any emergency which may reasonably be expected. Ordinarily the communications officers have spare time for records tasks which may be accomplished without leaving their posts, but aid on records proves difficult if the communications room is not located adjacent to the general records office.

The excellent arrangement of the central complaint and dispatching room of the Chicago Police Department is shown in Figure IV. Owing to

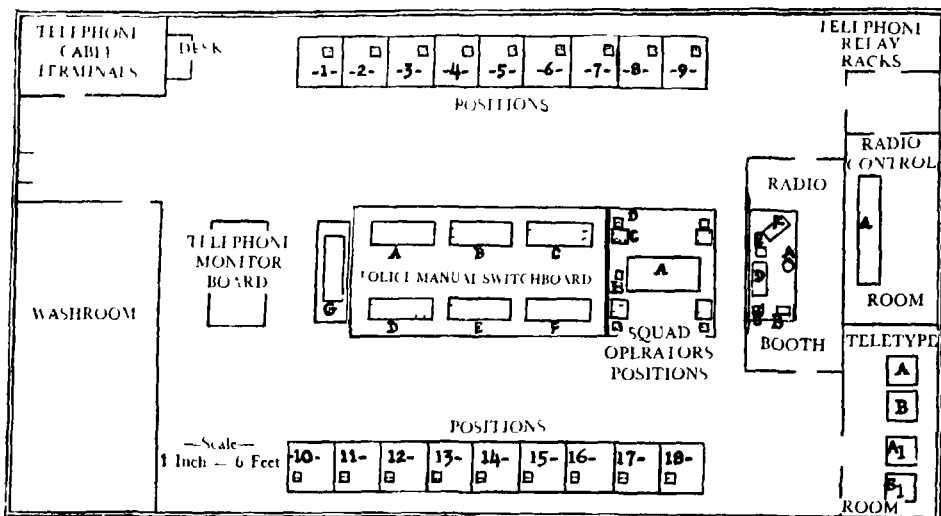


FIGURE IV. LAYOUT OF THE CENTRAL COMPLAINT AND DISPATCHING ROOM, POLICE DEPARTMENT, CHICAGO, ILLINOIS

INDEX TO CHART

TELEPHONE MONITOR BOARD: All incoming Bell telephone calls for POLICE 1313 (Emergency Police Calls) come in through this board and are relayed to operators at:

POSITIONS 1 TO 18 INCLUSIVE: Who ascertain the nature of the call or complaint by the citizen.

POLICE MANUAL SWITCHBOARD: With seven positions A to G; these are private direct lines from the Central Complaint Room to each of the 39 police districts and various bureaus.

(Note to Fig. IV, continued)

SQUAD OPERATOR'S POSITIONS:

A. Indicates Control Board equipped with buttons numbered 1 to 200, signifying numbers of radio-equipped cars on duty throughout the city. This board corresponds with Control Board F in the Radio Booth. The position of the arrows on buttons 1 to 200 on Board A indicates which cars are available for duty and are correspondingly shown on Board F in the Radio Booth.

B. Corresponds with B in Radio Booth. This is an interoffice communication system.

C. Is a small switchboard containing six keys. Two are outside trunks direct to the squad operator, two are connections from the police alarm switchboard, one is from the building private branch exchange switchboard, and one is a blank position.

D. Is a three-line dial phone block.

RADIO BOOTH:

A. Indicates the announcer or broadcaster.

B. Indicates the speaker for the interoffice communication system.

C. Indicates the incoming two-way radio speaker.

D. Indicates the switchboard controlling the three transmitters.

E. Indicates the master electric time stamp and clock.

F. Indicates the panel board, checking operations of squad cars.

RADIO CONTROL ROOM: Houses all power transmitting and amplifying equipment.

TELETYPE ROOM: These machines are used to transmit teletype messages throughout the city on such subjects as: "Persons Wanted," "Missing Persons," "Stolen Autos," "Losses of Property," and "Orders for Dispatching Special Details."

A and A1 indicate switch control boxes and fuses for teletype machines B and B1.

PROCEDURES FOLLOWED

All calls for POLICE 1313 (Emergency Police Calls) are received over the Monitor Board, where a girl operator, without answering, relays or cuts in such calls to operators assigned to positions 1 to 18 inclusive.

In the upper right-hand corner of each position is a switch with three keys. The left-hand key is used to cut in on calls from the Monitor Board. The middle key is to cut in the radio broadcaster. The right-hand key is a return to Monitor Board when the call is completed.

When operators at these positions ascertain the nature of the call or complaint, it is recorded on complaint forms provided for this purpose. If the call is of an emergency nature, the broadcaster in the radio booth is cut in and listens long enough to ascertain the nature of the crime or emergency and its location, and then proceeds to dispatch two or more cars to the scene to handle the emergency. This dispatching of cars is done while the operator is completing the call and the complaint form. The complaint form is taken immediately to the radio booth, the time is stamped, and information as to the cars assigned is added to the form. The complaint form is then turned over to an operator on the Police Manual Switchboard where it is given a Central Complaint Room number. All information on the complaint is then transmitted by telephone to the police district in which the emergency occurred. Permanent records of these and other complaints are kept in a Station Complaint Book.

POLICE RECORDS

(Note to Fig. IV, continued)

If the call is not an emergency, the operator gives the complaint form directly to the Police Manual Switchboard, where the same routine is followed in transmitting information to the police district.

All departmental orders are transmitted through the Police Manual Switchboard, and all messages from the district stations to the Complaint Room come through this switchboard.

the volume of calls, an elaborate setup is required solely for the purpose of receiving complaints and dispatching messages.

The central point at which complaints are recorded is called the complaint desk. It may be in a position accessible to the public, or it may be removed. When the task of recording complaints is removed from a public desk, the name of that desk is usually changed to information desk. Although some complaints may be received here from citizens who call at headquarters, they are merely forwarded to the complaint desk as though they had been received by an officer on the street.

When the receiving and recording of complaints and dispatching are removed from the public desk, the functions possible to it are the booking operation, the receiving of counter complaints, and the transaction of general records business with officers and citizens. The officer at the information desk may serve as booking officer if jail and office arrangements permit. In large departments (and in small ones where the jail entrance or elevator is removed from the front office), booking must be carried on in some other location and the only tasks remaining to be performed at the information desk are the receiving of complaints from citizens and the transaction of general records business. The information desk is a subdivision of the records unit, and when it is physically a part of the records office (as it should be) its work may be performed by a records clerk.

The desk duties of the San Antonio, Texas, Police Department, with a total personnel strength of approximately 275 men, are divided among officers physically separated from one another. The titles and tours of duty of the 28 men assigned to records work are as follows:

ASSIGNMENTS IN THE RECORDS DIVISION, POLICE DEPARTMENT, SAN ANTONIO

TITLE OR POSITION	TOUR OF DUTY					TOTAL
	8 A.M.-	8 A.M.-	7 A.M.-	3 P.M.-	11 P.M.-	
	5 P.M.	4 P.M.	3 P.M.	11 P.M.	7 A.M.	
Captain	1	—	—	—	—	1
Dispatcher	—	—	1	1	1	3
Complaint Clerk	—	—	1	1	1	3
Information Clerk	—	—	1	1	1	3
Index Clerk	3	—	—	—	—	3
Fingerprint Clerk	—	—	1	1	1	3
Criminal Records Clerk..	2	—	—	—	—	2
File Clerk	1	—	—	—	—	1
Follow-up Officer	—	—	—	—	1	1
Chief Clerk, Statistician..	1	—	—	—	—	1
Property Clerk	—	1	—	—	—	1
Booking Clerk, Patrolman	—	—	1	1	1	3
Jailer, Patrolman	—	—	1	1	1	3
TOTAL	8	1	6	6	7	28

ORGANIZATION AND INSTALLATION OF A SYSTEM 21

The records tasks are distributed among the various types of staff members as follows:

DISPATCHER: Receives telephone calls transferred by the switchboard operator (switchboard operators are in the Department of Signals and Lights in San Antonio); dispatches officers; assists and supervises complaint clerk.

COMPLAINT CLERK: Executes case sheets and daily bulletin; assists dispatcher in receiving complaints. (Dispatcher and complaint clerk are located together in dispatcher's office shown in Figure II.) Each has a separate microphone and a separate telephone operated through a five-position key box, so that either may serve as dispatcher during rush periods.

INFORMATION CLERK: (Located at information counter shown in Figure II.) Receives complaints from citizens who call at headquarters and performs routine records services for the police and the public. Aids complaint clerk during rush periods. Complaint memos prepared by the information clerk are passed to the dispatcher through a wicket.

INDEX CLERK: Attaches items to cases and indexes them.

FINGERPRINT CLERK: Classifies, searches, and files all fingerprint cards.

CRIMINAL RECORDS CLERK: Maintains criminal history file.

FILE CLERK: Files all police records except fingerprint cards.

FOLLOW-UP OFFICER: Follows up on all recorded police matters.

CHIEF CLERK, STATISTICIAN: Supervises clerical staff; tabulates summaries.

PROPERTY CLERK: Custodian of all property.

BOOKING CLERK: Books all prisoners.

JAILER: Responsible for safe-keeping of prisoners; fingerprints and photographs prisoners.

ADMINISTRATION OF THE RECORDS DIVISION

Although the administration of records services entails a considerable amount of clerical work, the tasks of directing the work and of performing many of its technical operations require a high level of competence. In addition to the careful development of improved procedures and the maintenance of a high quality of work, the records division has the delicate task of securing maximum use of its facilities by other divisions. In order expertly to gather the facts that will be useful to each of the operating divisions, the staff of the records division must possess a broad knowledge of police service and a clear understanding of the primary purposes and general methods of operation of each of them. Such knowledge also provides a better understanding of the relationships between the records staff and the operating divisions.

Relationships with Other Divisions

Perhaps the most difficult administrative problem of the records division is the maintenance of productive relationships with the other branches of

the service. Unless these relationships are clearly understood, some records activities may result in friction. The records system is a tool of the chief and the various supervising officers in managing personnel, police operations, and procedures. The operation of these records controls is frequently initiated by the records staff, mainly through its follow-up procedures. The records division determines whether the police job has been properly performed as evidenced by the reports submitted. It must constantly check on the records activities of all members of the department if the records system is to operate effectively and efficiently.

The first step in avoiding conflict between the records and operating divisions is to develop definite policies and regulations governing the records system—the duties of the records unit, the obligations of the commanding officers, and the tasks of patrol officers, detectives, and traffic officers in relation to records. These regulations should be prepared jointly by the head of the records division and the heads of the operating divisions under the leadership of the chief of the department.

Once the records duties of the several divisions have been agreed upon, the task is to secure conformity. Theoretically, if a patrol officer fails to prepare a report of an investigation, his commanding officer should be notified and he in turn should take the appropriate measures to secure the report. Practically, this line of command must be cut across in the case of such routine matters, or the commanding officers will spend time in keeping the records system going that should be devoted to directing their subordinates in dealing with the mass of emergencies and police duties which comprise the major work of the department.

The commanding officers, obviously, want the records work done properly, since they themselves depend upon the reports and upon the many services of the records office for doing their own job well. When the records division suggests to a sergeant that he should have one of his officers submit a correct report, there is no conflict with the commanding officer. The latter has merely delegated authority to the records unit to initiate certain actions for him. However, if disagreement with the sergeant develops, or if he is persistently negligent, or if a new policy or procedure is being initiated, the records unit must deal through the commanding officer, or, in case of disagreement with him, with the head of the department.¹

The Chief and Administrative Relationships

The police executive should keep his eyes open for two tendencies that frequently crop up to disturb the relationships between the records and operating units. One is the temptation of some records officers to direct the operations which the records reflect. The records man is often in a

¹The supervision of other police units by the records division in the operation of a system of follow-up control and the diversion of this supervisory control into channels of direct authority is discussed in the section on follow-up in Chapter 8.

position to know more about how certain matters are being handled by members of the force than their own commanding officers, and may find it difficult to resist the urge to set improper actions right.

The commanding officers, in turn, are prone at times to look upon the records personnel as theorists, lacking experience in the substance of police action. Some "practical officers" who have more convictions than intelligence "pooh pooh" records and scientific identification work and are fundamentally uncooperative. The chief of the department then has a real task of leadership to perform in changing attitudes and bringing about maximum utilization of the records division by all operating officers.

Assistance of Commanding Officers

In order to conserve man power in small departments, commanding officers of operating units may be charged with the supervision of the records personnel during certain hours. Records office facilities must be available at any time during the day or night, and a records clerk must therefore be on duty at all times. In order to maintain continuous supervision of records clerks and dispatchers, many police departments provide that, in the absence of a supervising officer from the records division, records officers on duty are responsible to the station commander. The station commander, however, has only a regulatory control of these officers. He must see, for instance, that they are prompt in reporting for duty and in returning from lunch, and that they are diligent and give attention to the job. He may not interfere with the technical performance of records services.

The Commanding Officer of the Records Division

The head of the records division should be a good executive, capable of inspiring his staff with a philosophy of service and courtesy and able to maintain a friendly and cooperative spirit between his division and the personnel of the other branches of the service. He should be a ranking officer of the department who can deal with other commanding officers on an equal footing. He must be able to assign records duties and so coordinate their performance that all necessary tasks will be accomplished accurately, promptly, and smoothly. His administrative ability is demonstrated, in part, by his skill in assigning tasks so that each officer is fully occupied, even though he is required to stay at a particular post in order to perform infrequent but important duties. The need of the head of the division to possess specialized skills increases in importance as the size of the organization decreases. Most necessary is ability to direct the tabulation of statistical data and their interpretation; next is skill in identification procedures.

Subordinate Records Personnel

A question arises as to whether records personnel should be policemen selected from the ranks on the basis of adaptability and skill in records work

or clerks selected primarily on the basis of their training and skill in the performance of clerical work and without regard to their ability to perform other police duties. There are some advantages in using policemen for subordinate records duties. They have a better understanding of the purposes of records procedures, they are able to perform regular police duties in the event that records tasks do not occupy their full time,² and they are available for use in emergency situations.

The advantages in using civilian personnel selected solely on the basis of clerical and other abilities necessary in records work are also persuasive. Such persons usually make better clerks, their services can be obtained at a lower cost, and they are not so apt to become dissatisfied with their jobs. If they are already skilled in clerical procedures, the training task is greatly simplified; it is necessary to instruct them only in the special procedures of police records operations.

Ordinarily a combination of police and civilian personnel proves most advantageous. The proper balance depends to a large extent on the size of the department. In small departments there is a greater need for using the officers engaged in records duties for regular police duties and for having them available for emergencies, and consequently it is advisable to rely principally upon police officers with clerical ability. In the medium-sized and large departments the records personnel is best selected on the basis of clerical ability, with the exception of persons assigned to jobs that require the exercise of judgment based on police experience, such as the follow-up officer and the dispatchers. These members should be recruited from regular police personnel with the widest possible police experience.

There are certain records tasks that require special skill and training, notably the work performed by the identification officer and the statistician. Persons to fill these positions should be recruited on the basis of special abilities, although as a general rule overspecialization of personnel is a danger to be avoided. The summarization and analysis of statistical data require special skills and techniques not usually possessed by regular police personnel. Statistical activities also differ from the other activities of the records division. They are so important, moreover, to the effective functioning of all phases of police work that the statistician, in departments large enough to warrant a specialist, should be recruited from outside the police ranks on the basis of statistical ability, unless there should happen to be a competent statistician on the force. The dispatchers and follow-up officers, however, should have had actual police experience.

Assignment of Records Responsibilities

The assignment to each employee of definite responsibilities is essential to a smoothly operating records division. Through the use of general written

²The performance of records tasks by wagon men in the South Bend Department is shown above in Figure III.

instructions and through daily guidance by supervisory personnel, each member of the records staff should know precisely what is expected of him.

Where records operations are either voluminous or technical, specialization within the division is justified. Specialization in records tasks permits the fixing of responsibility and the tracing of errors. It also results in greater efficiency and the development of skill through repetition of tasks. The degree of specialization within a records division will vary according to the size of the department.

Best results are had when each records task is regularly assigned to a single person, or, in the case of tasks that must be performed on each tour of duty, to a single person on each shift. In most departments, one officer performs several types of records tasks. For example, the duties of the complaint officer, the booking officer, and the telephone operator may be combined in the small department. On the late shift this staff member may act as follow-up officer as well. In departments where the load is not great the dispatcher may have time to sort, tabulate, and file traffic tickets or to index cases. Even though an officer performs several tasks, the advantages of specialization are not lost.

ARRANGEMENT OF THE RECORDS OFFICES

Police offices should be arranged with a view to the particular operations performed and their interrelationships. Offices should be accessible to the public and to police officers in direct proportion to the use they make of them; they should also be arranged for convenience in handling property, records, and prisoners. Good illumination and ventilation are especially important to the work of the records division; the tasks of this division are carried on throughout the 24 hours of the day and involve the constant use of eyes. Efficiency is also dependent on proper air. The acoustics of the police building are important to efficient police operation. Special attention must be given to the deadening of sound in the dispatcher's office.

Location at Headquarters

The records office is the nerve center of the department, and police headquarters should be built around it. First thought should be given to the convenience of the public. The most desirable arrangement places the desk officer or dispatcher at a complaint desk contiguous to, or in, the records office at the end of a lobby facing the citizen as he enters the front door. The close physical interrelationship between the complaint desk and the general records room may require some adjustment as the size of the department increases. In the small department, the desk officer is placed in a position contiguous to the records office proper but accessible to the public in order that he may receive complaints at the counter and serve as booking officer. In larger departments (over 100 men), the operation of the telephone switchboard and the duty of dispatcher usually are separated, one or both

POLICE RECORDS

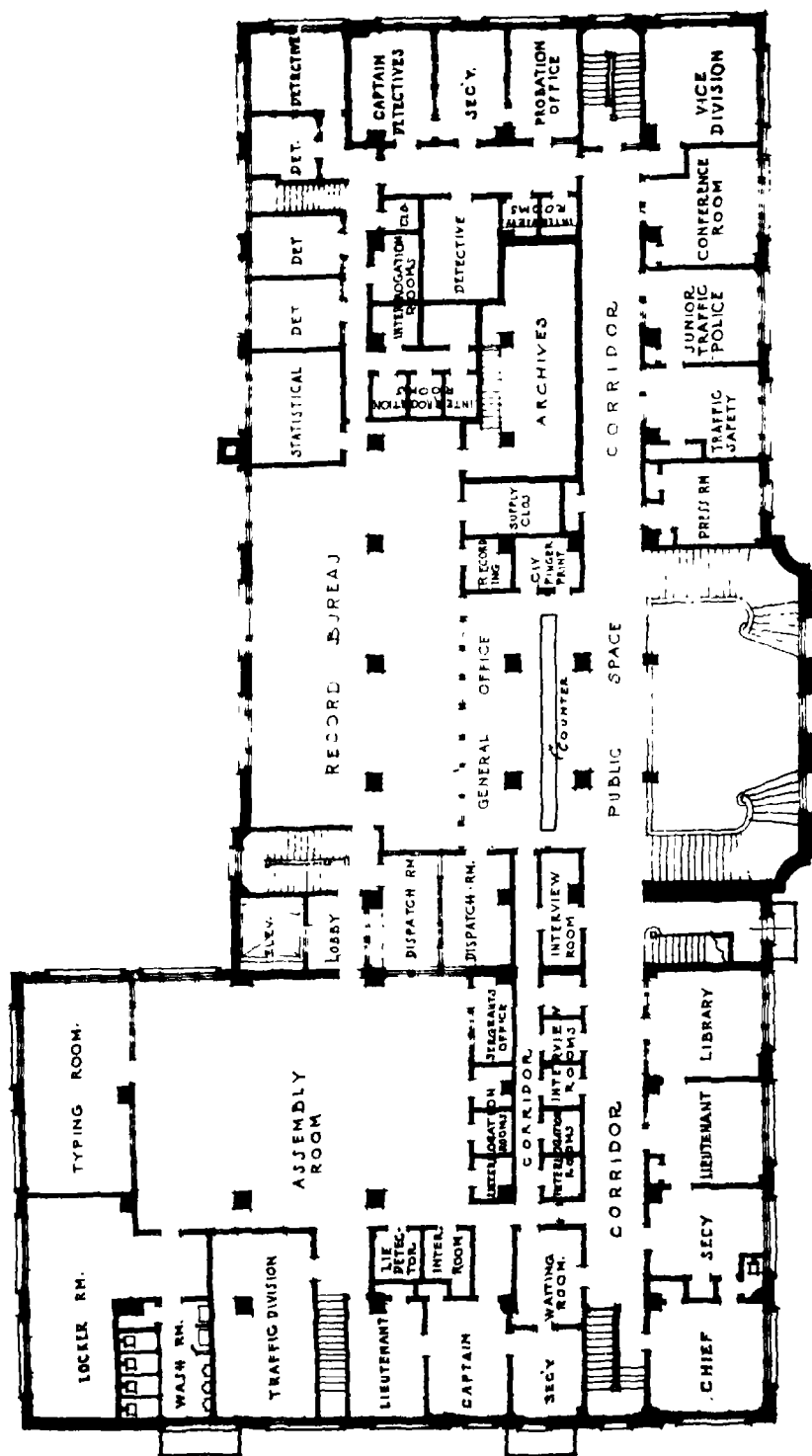


FIGURE V. FIRST-FLOOR PLAN, HEADQUARTERS BUILDING, POLICE DEPARTMENT, BERKELEY, CALIFORNIA (PERSONNEL 90)

of them being isolated from the public. If the telephone switchboard room and the dispatcher's office adjoin the records office, more complete supervision is provided and spare time may be utilized in the performance of some records tasks.

A conveniently located dispatcher's office also permits easy personal contact with records clerks in obtaining necessary records information, such as on persons wanted and stolen property. If separated from the records office, telephone calls from officers and citizens for such information would be routed directly to the records office but requests by radio would be handled by the dispatcher who would telephone to the records office for the necessary facts.

The office of the patrol captain and his lieutenants should be adjacent or close to the dispatcher's room, so that the commanding officer may be quickly consulted on important dispatching matters and take over immediate direction of operations in the event of an emergency.

While close proximity of the detective unit to the desk officer is not so vital, the detectives have need for fairly continuous contact with the records office and it is important that they be located conveniently near. If the detective quarters are separated from the records office by a wall, a window or counter arrangement facilitates records service to the detectives. The public has frequent business with both the station commander and the head of the detective unit, so their offices as well as the records office should be as accessible to the public as possible.

The work of the other units or divisions of the police department depends less immediately upon the records division. The traffic and patrol divisions probably follow the detective division in their use of records in day-to-day operations. The vice division has least need of contact with the records division. It is usually a small division, and the use of undercover operators makes a secluded location desirable. The juvenile division also should be located away from the center of police activity in order to avoid contact between children and adult offenders.

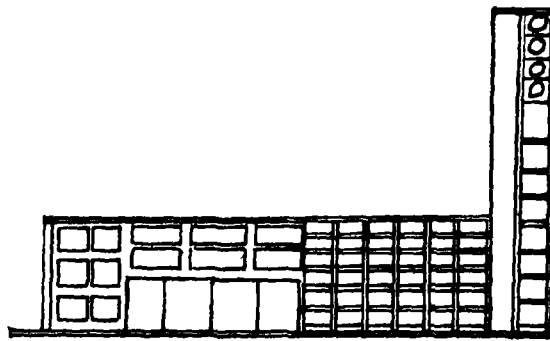
Figures V and VI illustrate effective headquarters arrangements which observe some of the above principles in forces of different size.

Special Problems of Office Layout

The space used for records work should be kept as a single room rather than cut up into a number of offices. Specialization in records work often creates an unwarranted demand for private offices, and private offices, in turn, promote a feeling of independence and unwillingness to perform tasks outside of the specialty. Private offices make supervision difficult; occupants are tempted to turn their attention to outside matters and to engage in activities not strictly police business.

The records office should be open to public view. This arrangement encourages the presentation of a businesslike appearance and permits better

POLICE RECORDS



Elevation
BACK OF COUNTER SHOWING FILE CASES
(Not to Scale)

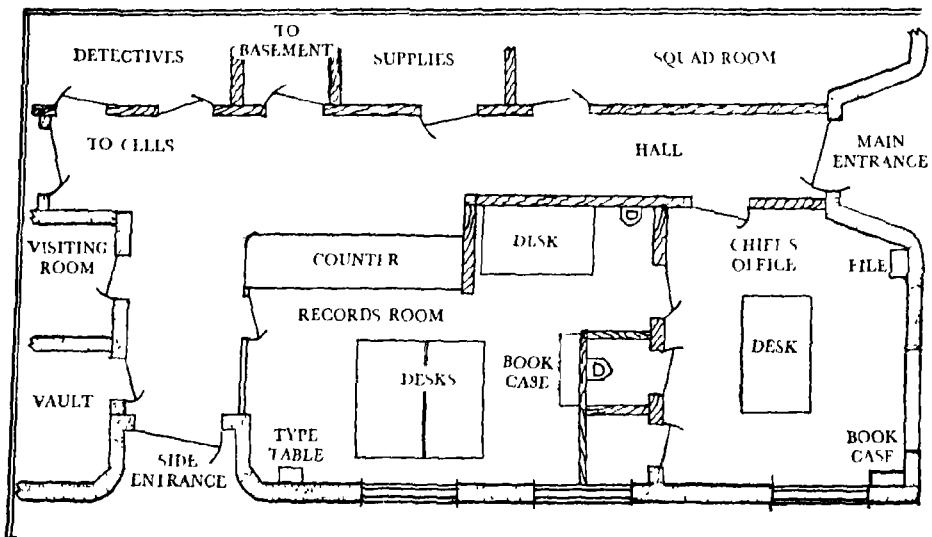


FIGURE VI. FLOOR PLAN, HEADQUARTERS BUILDING, POLICE DEPARTMENT,
TRACY, CALIFORNIA (PERSONNEL 7)

supervision. It provides some assurance against loafing, newspaper reading, and other obvious acts of inattention to duty. Offices open to the public view are apt to be kept neat, with materials not in use stored out of sight.

The records office should have counters or windows readily accessible to police officers and the public, but actual entry into the office should be made difficult for everyone, including police officers. No one but the records staff and the commanding officers should be permitted to enter. The entrance door should be located inconspicuously in order to minimize the number of demands for entrance which must be refused. The door should be kept locked, but keys should be furnished to the staff. If the door is visible from the complaint desk or some constantly occupied post in the records office, it may be conveniently controlled by an electric lock.

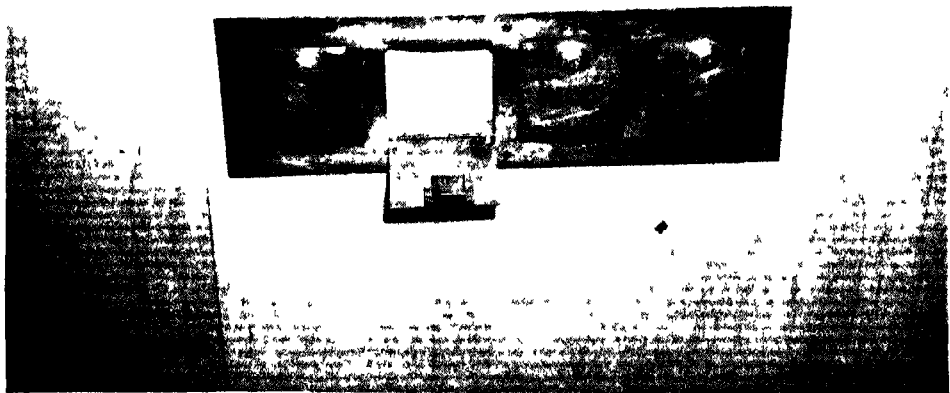
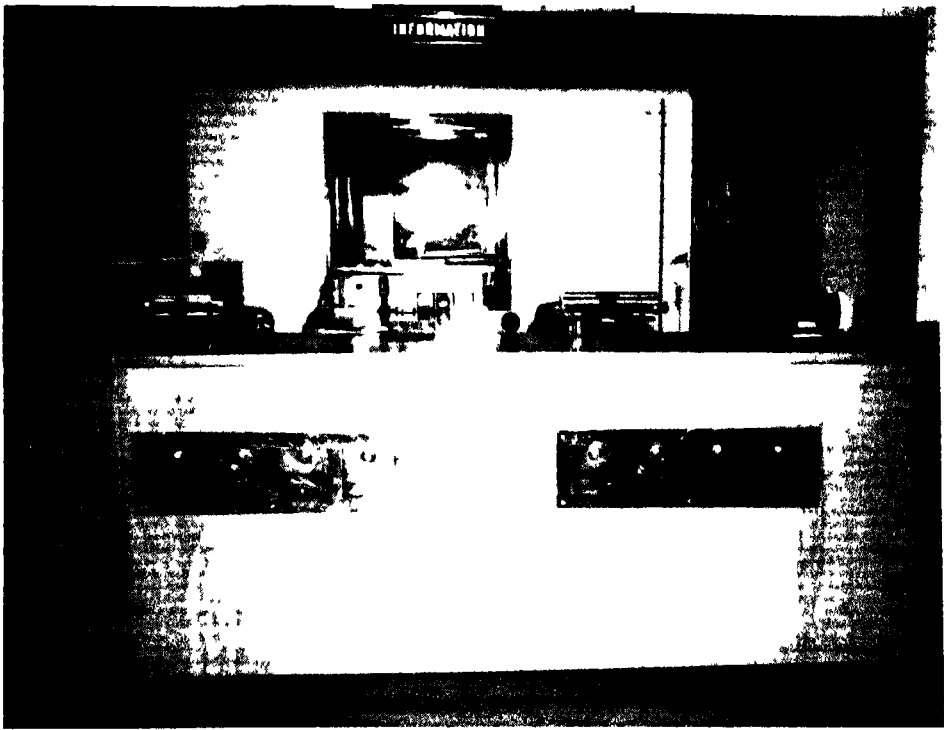


FIGURE VII MAIL BOXES IN COUNCIL POLICE DEPARTMENT,
WICHITA, KANSAS

Attention must be given to providing space for property, which includes records supplies, evidence, found property, and prisoners' property. Prisoners' property will, as a rule, be controlled by the booking officer. Storage space should be provided adjacent to the records office for records supplies, found property, and evidence. Such property is in the custody of the property clerk who is usually a member of the records staff. While all evidence is not invariably placed in the custody of the property clerk, a vault should be provided to assure proper custody of such evidence as may be placed in his care.

It is desirable that the statistician be located physically within the records office so that duplicate records will be unnecessary. If he is so located, he may obtain his data directly from original reports.

Regardless of the location of the booking officer, he should be provided with a booking room in which persons may be held pending arrangements for bail, booking, and search. The use of such a room shuts off the prisoner from public view, minimizes the chances of casual escape, permits a greater degree of privacy in search, and permits holding prisoners without placing them in jail. In departments of fewer than 100 officers, man power is utilized to best advantage if the booking room (served by a jail elevator, in a small department, connected directly with the cell block) adjoins the complaint counter. The desk officer may then book the prisoners and the jailer may assist at the complaint desk or perform records tasks when his presence in jail is not required.

Space Requirements and Arrangement of Cabinets

One hundred square feet of records office space for each 10 policemen is a useful guide in computing space requirements for the convenient operation of the records staff. Storage space and the space used for communications and the complaint desk are not included in this estimate. Factors that influence the amount of space reserved for records include the completeness of the records system; the spread of working hours of the records staff; the existence of pillars or other physical obstructions in the room; the number and location of doors and windows; and the total space of the headquarters plant. If possible, enough space should be provided to permit expansion.

The location of desks and filing cabinets depends upon the size and shape of the records office and on window, door, and counter locations. In placing desks, consideration must be given to illumination and the type of service to be rendered. The desk arrangement, in turn, will influence the placing of the filing cabinets. In departments of over 50 men, the number of filing cabinets usually makes it desirable to place them back to back in rows extending out into the office space. Desks may then be placed at the ends of the rows near the windows. The placing of cabinets against the walls of the office with the desks in the middle of the room may be desirable in the small department and necessary in the larger one with limited space.

The arrangement of filing cabinets is also important because some cabinets are used more frequently than others. The case file is referred to most often; it should be easily accessible to the information window. The alphabetical or name index file is next in frequency of use and should also occupy a position near the information counter. The other files may be placed at a greater distance from it. Other filing cabinets should be so placed that the clerks using particular ones may reach them with minimum effort.

Physical Aids to Records Distribution

Mail boxes are provided to facilitate the distribution of duplicate case sheets, copies of the daily bulletin, follow-up indicators, and other police reports and records. The boxes should be located conveniently near the complaint clerk, preferably in the complaint counter. They should have slots through which records may be dropped, and on the lobby side doors for easy access. Figure VII shows the arrangement of mail boxes in the complaint counter at Wichita, Kansas.

The number of mail boxes required depends on the size of the department, the detail of its organization, and the office arrangement. One box is provided for each platoon or shift of the patrol division and one for each of the other divisions. In large departments boxes may be justified for the police laboratory, the polygraph operator, the garage mechanic, and the radio technician. At least one mail box is provided for depositing traffic tickets.

Pneumatic tubes and small elevators or dumb-waiters are sometimes useful for the transfer of police reports and records. When the size or arrangement of the department results in the division of desk duties among two or

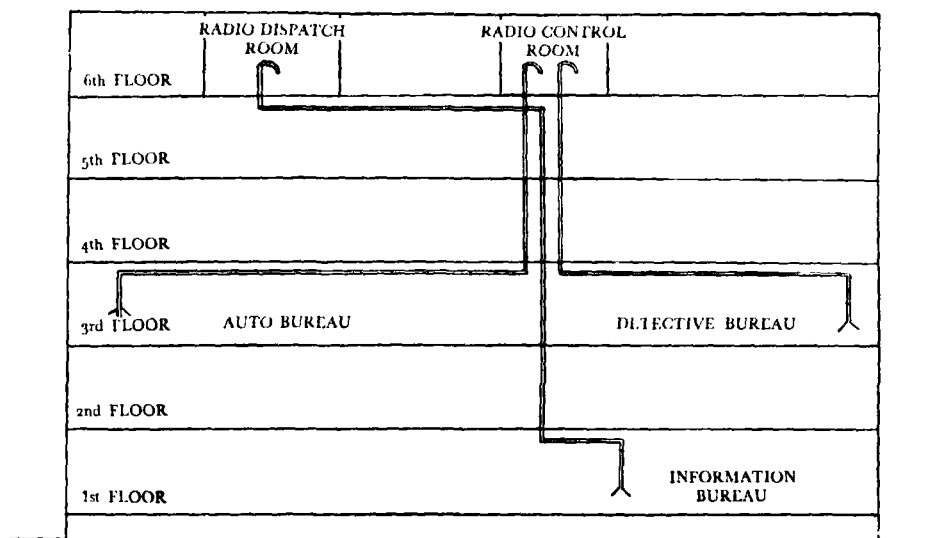


FIGURE VIII. PNEUMATIC TUBE SYSTEM, POLICE DEPARTMENT, CLEVELAND, OHIO

more persons located at points physically separated, pneumatic tubes make it possible to coordinate their work as completely as though it were all performed by one person. Records of arrests prepared at some distance from the records office may be sent to the complaint clerk for the preparation of a case sheet and to the records office to check for any previous record. Case sheets and the daily bulletin may be sent immediately to the records office and to any other division. Figure VIII shows a pneumatic tube installation in the Cleveland, Ohio, police building which connects the communications officers directly with the records office. The physical separation of clerks charged with the performance of records duties which are closely related may be largely overcome by some form of interoffice communication.

THE ELEMENTS OF THE RECORDS SYSTEM

A clear understanding of the purposes and uses of the fundamental police records is essential to the development of an adequate records system. The case is the master record and has geared to it the arrest and identification records. Each of these types of records is numbered serially; thus, there are case numbers, arrest numbers, and identification numbers.

Case records contain information as to complaints and reports received by the police from citizens and other agencies and action initiated by the police. A case records system is necessary to assure a satisfactory disposition of each case. An incident calling for police action is reported by telephone or personal call; essential facts are briefly recorded on scratch paper or a memo blank; officers are dispatched; the facts are permanently recorded on a complaint or case sheet; and a resume of the incident is recorded on a daily bulletin. The dispatched officers record all information regarding the incident and the results of their investigations in looseleaf notebooks; at the end of their tour of duty they prepare investigation reports summarizing completely but concisely all facts concerning the case, recording on the report the case number which they ascertain from the bulletin. The investigation reports are sent to the records office where they are attached to the case sheets. Each case is indexed, inspected by the follow-up officer, and filed.

Arrest records originate when certain information regarding the presumed offense of an arrested person and his characteristics is recorded. Some information is forwarded to the court clerk for his docket. Before the release of the prisoner (whether freed, released on bond, or delivered to the officer of another jurisdiction), a clearance is made with the records office to determine that he is not wanted for some other offense. Some disposition is made of the prisoner; his final release is authorized, and the date, hour, and circumstances are recorded.

The fingerprints and photographs that are made of certain prisoners constitute the identification records. Sets of fingerprints and photographs are filed locally, with the state bureau of identification, and with the Federal

Bureau of Investigation. Each new set is checked against the files at all three places to determine whether the prisoner has a criminal record. Fingerprints are filed by classification, photographs by type of crime and identification number.

In addition to these three fundamental types of records, there are a number of miscellaneous reports. They include department memos, officer's sick leave reports, reports of miscellaneous or special services, maintenance reports, and reports relating to licenses over which the department may have supervision. Secondary records, not essential to a records system, may include bicycle and property registration records, store inspection reports, and vacation home reports.

Records forms and procedures are influenced by local factors, by the preference and policies of the police administrator, and especially by his interpretation of the relative importance of various types of police service. Records not needed in small departments may be extremely useful in large ones.³ In departments of 100 men, most of the forms described in this manual are essential. In Figure IX the various forms that may be needed in connection with the three fundamental types of records, together with miscellaneous records reports, are arranged in the order of their importance. In the installation of a system, the fundamental records are first installed in their bare essentials, thus serving as a skeleton on which to develop a more complete system. As the personnel becomes accustomed to records procedures, as the rough spots in the records system are ironed out, and as further needs become apparent, additions may be made, until ultimately the complete police records system is evolved.

Size of Forms⁴

An important matter to be settled is the size of the records forms. Standard sizes should be adopted for economy in printing and in the use of filing equipment. For indexes, 3"x5" cards are almost universally used. Letter-size files (8½"x11") are used for criminal histories, personnel folders, correspondence, and other purposes. Police departments also need files intermediate in size for other records—arrest cards, department memos, sick reports, and a multitude of miscellaneous reports which do not require a form as large as letter size. The intermediate size file usually is 5"x8".

³The records system described herein is based on individual record forms. A register or ledger system for recording offenses and arrests (useful in villages where the personnel available for records work is limited) is described in U S Federal Bureau of Investigation, *Manual of Police Records* (Washington, D. C., 1940).

⁴To avoid confusion, the sizes of *printed forms* are indicated throughout this volume according to the method almost universal among printers and manufacturers of forms: the first figure gives the horizontal dimension, the second the vertical dimension. Thus, a form specified as being 8"x5" is 8 inches wide and 5 inches high.

The measurements of *standard equipment and supplies* are indicated according to current trade practice: e. g., a 3"x5" card.

It will be evident that a printed form measuring 8"x5" can be filed in a cabinet designed for so-called 5"x8" cards.

FIGURE IX. POLICE RECORDS FORMS ARRANGED IN ORDER OF RELATIVE IMPORTANCE

	CASE RECORDS	ARREST RECORDS	IDENTIFICATION RECORDS	MISCELLANEOUS RECORDS
Essential in every department.	Case sheet Investigation report Daily bulletin	Record of arrest Prisoner's property receipt Citation	Fingerprint card F B I criminal history sheet	Department memo Note on bulletin Sick report Daily summary
Important but not essential in departments of fewer than 20 men.	Radio log Motor vehicle accident report Preliminary report Auto larceny report Bicycle larceny report	Police court disposition Federal and state court disposition Cash receipt Daily jail sheet Motor vehicle intoxication report	Description card	Follow-up indicator Call sheet Personnel status record Special service report Daily attendance record
Less important; essential only in departments of more than 50 men.	Persons wanted form Receipt for property Property record	Prosecution report Defect notice Held for investigation	Photo description stamp	Daily vehicle report Beat assignment sheet Traffic beat card
Useful but not essential to records system; desirable in departments of more than 50 men.	Case memo Auto receipt	Cash book Notice to court clerk Commitment and order for release Moving violation warning Parking violation warning		Detective summary Patrol sergeant's daily report Monthly patrol report Juvenile case history sheet Monthly vehicle maintenance report Store report Vacation home report
Optional; still less needed.	Daily photograph report Polygram envelope Laboratory report Reassignment sheet	Request for internment Injured prisoner report Prisoner's personal property report	Photo order	Bicycle registration card Property registration Traffic engineering report Work order Tire report Charge-out slip

The size of the case record is a matter of controversy. Some administrators prefer a case sheet 8"x5" for reasons of economy; most of the reports do not require more space. If a letter-size sheet is used, paper, filing equipment, and floor space are wasted. The advantages of the 8½"x11" size are: (1) The more important cases on which there is a great deal of investigation are less bulky. The 8"x5" size requires the use of a folder and sometimes the division of the case into two or more parts. (2) Papers of larger size can be bound more conveniently than the 8"x5" size. (3) Uniformity of size in the forms is less essential when the file is 8½"x11". Any odd-size paper will fit in the file and correspondence does not need to be trimmed.

Either size of case record may be used satisfactorily. Sample forms of case sheets of both sizes are given. (See Forms 1, 2, 3, 4, pages 43, 44, 45, 46.) If the letter-size form is used, a top margin should be provided on all forms for stapling.

Color of Forms

Forms should be printed on white stock except where the use of a colored form accomplishes some specific purpose.⁶ Color is useful for rapid identification, segregation, and routing. In intradepartmental work color may also indicate degree of urgency.

The primary purpose of colored forms is to facilitate routing. By making all forms intended for a certain unit or agency a single color the task of routing is simplified. The chance of error arising from confusion of forms is also diminished. The following color schedule is offered as a suggestion:

Yellow: Forms to the police court. (Disposition sheet; notice to court clerk; triplicate of commitment and order for release.)

Blue: Forms to the counter. (Held-for-investigation; duplicate of commitment and order for release; record of arrest card.)

Salmon: Forms to the detective division, except duplicate case cards, investigation reports, and preliminary reports, which should be white. (To-be-investigated; duplicate of bicycle larceny report, auto theft report, and persons wanted.)

Buff: Forms to the squad room. (Triplicate of bicycle larceny report, auto theft report, and persons wanted.)

Pink: Forms to health department. (Internment order.)

Green: Forms to point of detention for convicted prisoners, if separated from the main jail. (Original of commitment and order for release.)

Paper Stock; Spacing; Ordering

The weight of the paper stock for a form depends upon the use to which it is to be put. Forms used in recording criminal matters and other offenses

⁶The use of index cards of different colors is discussed on pages 184, 185.

should be on a better quality paper than forms devoted to special services, control, and management.⁶

Index cards should be of 20- or 24-pound ledger stock in order to conserve filing space and permit legible carbon duplicates and triplicates. The index cards will not curl and slide if dividers are placed at intervals of 30 or 40 cards.

The lines on the forms should be spaced to match typewriter spacing so that information may be typed in with a single adjustment.

Officers who use the forms should be encouraged to suggest improvements, and these suggestions should be taken into account when new supplies are ordered. Orders for forms ordinarily should be for a year's supply, except in the case of forms used so infrequently that a relatively small number will last for a long period; more than a year's supply should then be ordered in the interest of economy. A record of form orders should be kept showing the date and quantity ordered, to serve as a guide in future orders.⁷

THE INSTALLATION OF A RECORDS SYSTEM

The problem of establishing an effective records system and providing related facilities differs in every department. The maintenance of identification records, auto theft files, complaint records, traffic accident reports, and crime prevention records does not constitute a records system. An adequate records system requires effective organization and procedures, records that contain all essential information, and capable personnel. The work of many police departments is hampered by poor records organization, procedures, and personnel. In contrast, numerous departments have excellent records systems which need only minor improvements to make the setup adequate to meet new and changing police needs. This manual is

⁶The following specifications are offered as suggestions which may be varied to meet local conditions. Sextant bristol board is suitable for fingerprint cards, property record cards, and 5"x8" case sheets. Letter-size case sheets may be of 20-pound bond. The original sheet of the daily bulletin should be of 16-pound bond with the copies of 9-pound manifold paper. Record of arrest forms, disposition sheets, and commitments and orders for release may be of 20-pound bond. Daily call sheets, monthly patrol reports, and personnel status cards may be of 24-pound ledger stock containing 25 per cent rag. Other forms subject to considerable handling or filed unattached to other records, such as the daily summary, attendance records, preliminary reports, investigation reports, auto and bicycle larceny reports, persons wanted forms, daily polygraph reports, laboratory reports, motor vehicle accident reports, special service reports, requests for internment, and description sheets, may be of 20-pound sulphite paper or 16-pound bond. Forms not subject to so much wear and tear, or recording less important matters, may be of 16-pound sulphite paper. The following may be included in this class: prisoners' and other property receipts, held-for-investigation reports, follow-up indicators, sergeant's daily reports, re-assignment sheets, photograph orders, daily vehicle reports, and work orders.

⁷The larger number of forms and the growing use of police publications make department printing facilities desirable. The convenience of having such services immediately available is an important factor. In small cities a municipal printing shop may prepare forms used in all departments as well as publications and reports. In large cities the police sometimes have their own printing shop for this purpose. The equipment need not be the most expensive. Much of the work can be mimeographed. Lithoprinting is used by some municipalities.

designed to help both types of departments, as well as those that occupy intermediate positions between the two extremes.

How does a police administrator go about the task of establishing or modifying a records system so that records may serve the needs of the department adequately? A mere order to some subordinate to work out a system is not sufficient. It should be apparent from the discussion up to this point that the problem is complex and involves delicate organizational and administrative matters. In addition, technical knowledge and ability are required to develop a system and make it work.

The development, installation, and operation of a records system involves a series of steps:

1. A person must be designated to head the records division.
2. The system must be planned. Decisions must be reached as to the completeness of the system to be installed, based on present and anticipated needs. Forms must be designed and printed, procedures developed, and instructions prepared.
3. Specifications for the records division must be developed, based on decisions regarding its organization and the extent of its operation. Some departmental reorganization may be involved. The responsibilities of all branches and offices of the department with respect to the system must be agreed upon.
4. An installation may involve physical rearrangement of headquarters or of the offices assigned to the records unit.
5. Telephone and other communications, files, typewriters, and other necessary equipment must be installed.
6. The records staff must be selected and trained. The personnel must be drilled in the performance of their tasks and adjustments in assignments must be made to the end that the whole system will operate effectively.
7. The entire police personnel must be trained in records procedures and in the use of the services of the records division.

Even though only minor adjustments in an established system are contemplated, every one of these steps is involved to some degree.

Planning and Installation

The development of a plan for records work, the designing of forms, and the drafting of procedures require intelligent, meticulous effort and special aptitudes. Few police officers possess the necessary qualifications. The best qualified persons in the department should be assigned the task. Presumably the individual best adapted to design the system will also be most able to administer it, although sometimes a man who is gifted in designing a system does not have the knack of managing staff and handling relationships with operating units.

The person assigned to develop or reorganize a records system should begin with a study of all available material that will be of help. The present

manual is designed specifically to aid him. He should also review the material listed in the bibliography in Appendix G.⁸ He should survey the existing practices in the department, outline the procedures, and collect all the forms employed. He will profit from a visit to departments that have good records systems.⁹

Materials to be prepared include an outline of the records division organization; a description of the duties and responsibilities of each position; drafts of administrative orders defining the organization, the method of administration, and the placing of responsibilities; drafts of all necessary records forms; and instruction sheets or a manual of instructions governing the procedures to be followed in performing the various records tasks, including the methods of preparing and routing the individual forms. When these tasks have been accomplished, appointments of personnel will be made, record forms will be printed, orders will be issued, and instructions will be reproduced and given final distribution. Some of the instructions will cover the work of patrol officers with respect to records; some will be directed to the work of the detectives; others will deal solely with the internal operation of the records division. Specifications for necessary equipment must also be developed and equipment must be purchased and installed.

Frequently, it will prove advantageous to secure outside help in the development and installation of the records system. A local research bureau may be of assistance, or the head of a records division from a jurisdiction which has a model setup may be brought in to assist. Public Administration Service makes installations of police records systems. The Federal Bureau of Investigation has helped some departments, and in any event should be consulted as to the ability of the system to meet the requirements of the national system of crime reporting administered by the F.B.I.

Police Training in Records Procedures

At the time the new system is being placed in operation the police head should bring the entire department together for an explanation of its purpose and operation. The commanding officers should have meetings with their men in order to interpret the system in the light of their particular tasks and to give a complete understanding of procedures to be followed. In addition to the distribution of instruction sheets or a records manual covering the operation of the records system, a class program dealing with records activities should be made a part of the regular departmental training.

The preparation of complete and accurate police reports is a great responsibility. Facts needed in the accomplishment of various police purposes are

⁸Particular study should be made of the Federal Bureau of Investigation, *Manual of Police Records*, *op. cit.* [The Uniform Crime Reports as well as the Uniform Crime Reporting Manual and other instructional bulletins are distributed to law enforcement agencies without charge by the Federal Bureau of Investigation. During the past two years the F.B.I. has put out several manuals relating to police records and reports.]

⁹Upon the request of any police administrator Public Administration Service will supply a list of departments which might profitably be visited.

largely derived from reports prepared by investigating officers. No written report can be any better than the investigation itself. Reports based on guesses, surmises, opinions, and false conclusions are worthless, and any records system based on such reports is equally valueless. Consequently, officers must be trained to make thorough investigations and to record factual information accurately, completely, and concisely.

Each officer is supplied with a looseleaf notebook of pocket size in which he records: (1) the case number, the date, and a resume of each case to which he is assigned, and (2) all notes made during the investigation of the case and all other information regarding it which comes to his attention. Investigation reports are written from these notes by the officer at the end of his tour of duty. A report is written by each officer who has information on a case (regardless of whether or not he is assigned to it); it contains a detailed account of everything he did or learned that he has not previously reported.

Superior officers provide a useful service by examining these reports with a view to detecting and having corrected before reaching the records office errors in form or composition and incompleteness in information. Careful supervision of report writing trains the officer in procedures and content, minimizes the need for follow-up, and expedites the work of all persons concerned with the reports.

Investigation reports must be legible and should be written on a typewriter or with ink. The importance of the typewriter in modern police service cannot be overemphasized. Progressive departments recognize the need for machines, provide an adequate number, and train officers in their use. Police officers should be able to operate a typewriter by the touch system with reasonable speed and accuracy. For an officer not trained in typing or report writing the preparation of a police report is a disagreeable task, and the result is often illegible or is produced only with a considerable waste of time. Dictating equipment offers advantages in the preparation of investigation reports, especially in departments where many officers are not skilled typists. Some departments provide stenographers who type police reports dictated by investigating officers.

Members of the records staff must be skilled typists. A typewriter is used in the preparation of case sheets, record of arrest cards, and numerous other forms. In addition, the clerks must be trained in records procedures, in the techniques used in records operations, and in the service features of their jobs.

3

RECORDING DAILY POLICE ACTIVITIES

THE OCCURRENCE of a crime or other police incident sets a whole series of records activities in motion. The facts reported on the case are recorded, officers are assigned (a step that often involves radio broadcasts, telephone calls, and written messages), investigating officers report on their findings and accomplishments, offenders are booked, personal and property identification records are prepared, statistical analyses are compiled, and so on. This chapter describes the principal features of recording and classifying the daily activities of police departments, while later chapters deal with special records problems.

UNIFORM CLASSES OF CASES

The classification according to a uniform plan of incidents that call for police activity serves many useful purposes. Offenses need to be classified into logical groups so that their volume and character can be determined. The types of property attacked and other conditions surrounding crimes must be classified as an aid in the prevention of crime and the detection of criminals. There must be uniform rules for determining what matters will be recorded and how. A systematic classification of accidents is essential to the study of their cause and cure. Identification work depends very largely upon careful classification of factors. In the absence of classification, police records would be virtually useless. Reports could not be located in the files and it would be impossible to make meaningful tabulations of their contents.

A recommended five-part classification of police incidents follows. It is based upon the uniform classification of offenses developed by the International Association of Chiefs of Police¹ and the classification of accidents developed by the National Safety Council.²

Part I cases. Part I of the uniform classification includes all offenses that are ordinarily known or reported to the police. Offenses whose commitment is most frequently concealed are excluded. In addition, a few offenses are excluded because of their infrequency and the impossibility of combining

¹International Association of Chiefs of Police, Committee on Crime Reporting, *Uniform Crime Reporting* (rev. ed.; New York, 1929).

²National Safety Council, Committee on Traffic Accidents, *Manual of Motor Vehicle Accidents—Definitions* (Washington: U. S. Bureau of the Census, 1942), and *Accident Facts* (Chicago, 1942).

them into classes which would be uniform for all of the states.³ *Uniform Crime Reporting* (Sections 202 to 224 inclusive) contains detailed definitions of these offenses, and schedules for making crime returns have been developed for each of the states and the territories and outlying possessions of the United States, based upon a thorough analysis of the penal laws. These schedules, which designate the offenses to be included in or excluded from each class, are found at pages 217-456 of *Uniform Crime Reporting*. The schedule for the state in which the local police department is located should be employed in classifying Part I crimes.

Part II cases. All offenses not included in Part I are placed in Part II of the uniform classification. Uniformity in the classes of Part II cases is essential. "They are representative of the types found in the penal codes of the forty-eight states and territorial jurisdictions. Violations of municipal ordinances as well as state laws are . . . included. . . . It is suggested that each department fill in the classes with the specific state and local offenses which apply to its jurisdiction. Do not place an offense in any class unless the definition or list of offenses definitely provides for it. . . . Otherwise, uniform reporting is impossible and the classes lose the particular characteristics with which they have been provided."⁴

Part III cases (lost and found). Reports of lost and found persons, animals, and property are included in this division.

Part IV cases (casualties). Cases involving the sick, injured, and dead or traffic accidents constitute this group. Included are all traffic accidents; suicides; bodies found; sick cared for; and mental cases.

Part V cases (miscellaneous). This category includes cases that do not relate to an offense, a lost or found item, or a casualty. It also includes such administrative reports as special and general orders and reports of violations of rules and regulations.

Determining the Classification

If police incidents are to be properly classified it is necessary to know the offenses included in each of the major divisions. A uniform classification of cases is listed in Appendix A. Parts I and II correspond to the classifications used by the Federal Bureau of Investigation and Part IV to the classifications of accidents developed by the National Safety Council. Minor changes in these classifications may be expected from time to time, and should be incorporated in the classification system used by a local police department.

The proper classification of offenses requires that they be clearly defined. The brief definitions contained in Appendix A are derived from Sections 202 to 224 (Part I cases) and from Section 36 (Part II cases) of *Uniform Crime Reporting*. The complaint clerk must be thoroughly schooled in

³*Uniform Crime Reporting, op. cit.*, sec. 34.

⁴*Ibid.*, sec. 35.

these definitions and should keep a copy at hand for reference purposes, as well as a copy of the uniform classification of cases. The *Manual of Motor Vehicle Accidents—Definitions*⁵ and *A Handbook Containing Suggestions for the Preparation of Uniform Crime Reports*⁶ should be kept available for consultation in questionable cases.

If an error is made in classifying an offense or if later developments change the classification, the correction of the records is made by a records clerk, not by the complaint clerk. For example, aggravated assault or rape or robbery would be changed to homicide if the victim should die as a result of the attack. Such changes in classification are discussed in Chapter 8.

After the classification of cases has been agreed upon, the next step in a police records system is the adoption of report forms and procedures that will adequately provide for the reporting of all types of items in the uniform classification of cases. The principal reports are: (1) the case sheet, (2) a daily bulletin, and (3) reports by investigating officers.

CASE SHEETS

The case or complaint sheet is a permanent written record of reports made to the police and of action taken by them. An examination of the sample case sheets (Forms 1, 2, 3, and 4, pages 43-46) will indicate the data recorded. Two types of case sheets are recommended—a casualty sheet for recording Part IV incidents, and another to be used in all other cases.

The case sheet serves two purposes. In the first place it is the foundation record of the case. Because of the information recorded on the case sheet it is valuable as the front or number one item of the case. All reports and records relating to the case are attached to it and all of these records combined are referred to as "the case." In the second place, the case sheet is valuable for purposes of administrative review and control. Its use gives assurance that complaints will be recorded, assigned, posted on the daily bulletin, systematically dealt with, inspected, and followed up.

The Incidents Recorded

All occurrences in the following categories are recorded by the preparation of a case sheet:

1. Warrants and subpoenas, and arrests⁷ in which a record of arrest is prepared, with the exception of multiple arrests for which a single case sheet suffices. (See page 52.)

⁵*Op. cit.*

⁶Federal Bureau of Investigation, *A Handbook Containing Suggestions for the Preparation of Uniform Crime Reports* (Washington, D. C., 1938).

⁷Some departments, in order to minimize records work, use the record of arrest as a combination complaint sheet, record of arrest, and investigation report on minor Part II arrests. This practice is not desirable for the following reasons. (1) Frequently the arrest marks the start of the investigation, rather than the completion. If no provision is made for follow-up and additional investigation reports, arresting officers will

2. Calls on which officers are dispatched, except those which are merely requests for information, or which result from traffic violations not endangering life or property, or which are handled by the special service report.
3. Violations of federal and state laws and city ordinances, except isolated traffic violations ordinarily handled by citations, reported by citizens or other agencies, or known in any other way by a police officer. Exceptions are also made of city ordinance violations which are observed by the police (not those reported to them) in which action consists only of a warning which is accepted without protest.
4. Cases of lost and found persons, animals, and property.
5. Reportable automobile accidents, personal injuries, bodies found, suicide attempts, and damage to public property.
6. Cases in which a police officer is involved in any way in the damage of public or private property or the injury of any person.
7. Miscellaneous officers' cases (see definition, Appendix A), general orders, special orders, violations of rules and regulations, and any case on which a commanding officer desires a case sheet.

Judgment must be exercised in deciding whether an incident should be recorded, in order that the purpose of the complaint record may be adequately fulfilled. The best rule to follow is: "When in doubt, make a case." It is better to record too many incidents than too few.

The Complaint Clerk

The case sheet is prepared by the complaint clerk. In the small department the desk officer serves as complaint clerk; in the larger department the dispatcher has this function; whereas in the largest departments there is an officer who has no duty but that of preparing case sheets. For purposes of clarity, the person making out the case sheets is called the complaint clerk in this manual, without regard to his title in a specific department or to other duties he may perform.

be prone to discontinue their investigation prematurely. (2) No provision is made for filing such additional investigation reports as may be written. If they are filed with the arrest record, the arrest record file becomes a combination arrest record and case file, which is undesirable. If a copy of the record of arrest is used as a case sheet, with a case number assigned, an irregular and clumsy procedure is being substituted for a uniform practice of preparing a case sheet. (3) Classification index cards prepared from the case sheets (as explained on page 183) are used in tabulating data for summaries and monthly reports. These tabulations will not be complete unless index cards are made on each case. To locate arrest records in those instances where case sheets are not made in order to prepare classification index cards involves more time than preparing the case sheets in the first instance. (4) Since such Part II crimes as kidnapping, arson, forgery and counterfeiting, and embezzlement and fraud are sufficiently serious to justify an intensive investigation, a case sheet must be prepared in these instances. It is difficult to designate in an order those which should be recorded on a case sheet and those which should not

INCIDENT		CASE SHEET CLASSIFICATION		CASE NO.
Victim	Ph.	Prelim. rept. by		
Address		Spec. invest.		
Business or institution	Ph.	Other officers		
Address		Detective		
Where committed		Persons arrested		
When				
How				
Person suspected		Arrested by	Date	
Reported by		Connect with Case No.		
Address	Ph.			
Reported to		Platoon and beat		
Time reported		Patrol officer received complaint by	Radio <input type="checkbox"/> Box <input type="checkbox"/>	
How reported: Ph. <input type="checkbox"/>	Person <input type="checkbox"/>	Letter <input type="checkbox"/> Telegram <input type="checkbox"/>	On view <input type="checkbox"/> At station <input type="checkbox"/> Citizen <input type="checkbox"/>	
Property stolen:		Duplicate to		
		Classification index card corrected:		
		Cleared by arrest	Date	Clerk
		Property recovered—Val.	Date	Clerk
		Unfounded	Date	Clerk
		Classification changed	Date	Clerk
		F. U. officer notified	Date	Clerk
		Indexed	Inspected	Closed
		Clerk	F. U. Off.	F. U. Off.
		Date	Date	Date

CASUALTY SHEET		CLASSIFICATION		CASE NO.	
KIND		Address	Extent		
1. Injury		Address	Extent		
2. Injury		Address	Extent		
3. Injury		Address	Extent		
4. Injury		Address	Extent		
5. Injury		Address	Extent		
Driver		Address			
Driver		Address			
Where					
When					
How					
Reported by		Spec. invest.			
Address		Other officers			
Reported to	Ph.	...Removed to			
Time reported		Platoon and beat			
		Connect with Case No.			
How reported:	Ph. <input type="checkbox"/> Person <input type="checkbox"/> Letter <input type="checkbox"/> Patrol officer received complaint by:			Radio <input type="checkbox"/> Box <input type="checkbox"/> On view <input type="checkbox"/>	
	Telegram <input type="checkbox"/>			At station <input type="checkbox"/> Citizen <input type="checkbox"/>	
		Duplicate to			
		Classification index card corrected:			
		<i>Indexed</i>	<i>Inspected</i>	<i>Closed</i>	
Clerk		F. U. off.	F. U. off.		
Date		Date	Date		
			Changed to fatal	Date	Clerk
			Classification changed	Date	Clerk
			F. U. officer notified	Date	Clerk

FORM 2 CASUALTY SHEET (8"x5")

CASE SHEET

INCIDENT

CLASSIFICATION

CASE NO.

Victim Prelim. rept. by.....

Address Ph. Spec. invest.

Business or institution Other officers

Address Ph. Detective

Where committed.....

When Persons arrested.....

How

..... Arrested by..... Date.....

..... Connect with Case No.

Person suspected.....

Reported by.....

Address Ph.

Reported to Platoon and beat.....

Time reported

How reported: Ph. ☐ Person ☐ Letter ☐ Telegram ☐

Patrol officer received complaint by: Radio ☐ Box ☐ On view ☐ At station ☐ Citizen ☐

Property stolen:

Duplicate to.....

Classification index card corrected:

Cleared by arrest Date Clerk.....

Prop. recov'd.—Val.....Date.....Clerk.....

UnfoundedDate.....Clerk.....

Classification changedDateClerk

F. U. officer notified Date.....Clerk.....

Indexed

Inspected

Closed

Clerk F. U. off..... F. U. off.....

Date Date Date

CASUALTY SHEET

KIND	CLASSIFICATION	CASE NO.
1. Injury	Address	Extent
2. Injury	Address	Extent
3. Injury	Address	Extent
4. Injury	Address	Extent
5. Injury	Address	Extent
6. Injury	Address	Extent
7. Injury	Address	Extent
1. Driver	Address	
2. Driver	Address	
3. Driver	Address	
Where		
When		
How		
	Spec. invest.	
Reported by	Other officers	
Address	Ph.	Removed to
		Bv
Reported to		Connect with Case No.
Time reported		Platoon and beat
How reported: Ph. <input type="checkbox"/>	Person <input type="checkbox"/>	Letter <input type="checkbox"/>
		Telegram <input type="checkbox"/>
Patrol officer received complaint by: Radio <input type="checkbox"/>	Box <input type="checkbox"/>	On view <input type="checkbox"/>
		At station <input type="checkbox"/>
		Citizen <input type="checkbox"/>
	Duplicate to	
<i>Indexed</i>	<i>Inspected</i>	<i>Closed</i>
Clerk	F. U. off.	F. U. off.
	Classification index card corrected:	
	Changed to fatal	Date Clerk
	Classification changed	Date Clerk
	F. U. officer notified	Date Clerk
Date	Date	Date

Time of Preparing the Case Sheet

The case sheet is filled in immediately upon receipt of information by the complaint clerk except where instant action is desired, in which case the first action is the dispatch of officers to the scene. The preparation is not delayed until after investigation nor even until officers dispatched report back to headquarters. If the preparation of the case be thus postponed, some complaints will be considered of insufficient importance for recording. The result will be an incomplete account of police activities and a loss of administrative control over the incidents not recorded. A record is required from the inception of the complaint so that follow-up controls will assure the proper disposition of all cases.

Methods of Receiving Information

Information regarding a case is received by the complaint clerk in a variety of ways. A complainant may telephone or make his complaint in person; he may send a letter or telegram. Information may be received in the form of a warrant, or it may be forwarded by some other member of the department, in which case that officer serves as the complainant or as the complainant's agent. The investigation report is used for informing the complaint clerk in those cases where the officer initiates some action himself, although it may be preceded by a report by telephone or in person or by a record of arrest form. His notes must be sufficiently detailed to permit filling the case sheet from them.

The complaint clerk records information as to the case on a scratch pad. In emergency cases it may be necessary for the dispatcher to send officers

COMPLAINT MEMO			
Victim		CASE NO.	
Residence address		Phone	
Business or institution			
Business address		Phone	
Where committed		When	
How			
Person suspected			
Reported by	Address	Phone	
Reported to		Time reported	
Beat officer can contact complainant at	(Address)		(Time)
Beat officer contacted complainant at headquarters			
(THIS FORM NOT TO BE USED FOR BICYCLE OR AUTO LARCENIES OR MISSING PERSONS)			

on the call before obtaining all the desired information. In such cases he keeps the complainant on the telephone or at the desk until he broadcasts instructions to the officers on the street and then obtains the additional information.

Use of the Complaint Memo

In large departments where the case sheet is not filled in by the person who takes the call, notes are made on a complaint memo, such as Form 5, which is then filed with the case. Officers stationed at an information counter separated from the central complaint desk often use such a memo for the initial recording of complaints. The memo is forwarded immediately to the complaint clerk for the preparation of a case sheet, and in urgent cases the information is telephoned to the dispatcher. The complaint memo is not used in cases of stolen automobiles and bicycles, and missing persons, special forms being provided for recording such actions. (See Forms 6, 7, and 12.)

Recording Auto and Bicycle Thefts

Reports of automobile and bicycle thefts are recorded by the complaint clerk directly on auto larceny and bicycle larceny reports such as Forms 6 and 7 because all necessary facts are usually available from the complainant and the immediate preparation of the forms permits early attention to them by the detective and uniformed force. The information recorded is apparent from an inspection of the forms. These forms are filled in by the officer at headquarters who receives the report, usually the complaint clerk. Case sheets are then prepared as for any other type of larceny. The auto or bicycle report form is made out in triplicate;⁸ the original is sent to the records office with the case sheet, the duplicate to the detective division, and the triplicate to the squad room.

On receipt of the original auto larceny report, a record clerk prepares a 3"x5" index card in duplicate, listing the type of automobile and its description with the case number, license number, motor number, and information regarding where and when stolen. The index cards are filed immediately in the stolen automobile file, one according to motor number and the other according to license number. If stolen automobile index cards were not filed until the case was indexed, the delay might result in an identification failure. This is more likely to occur in car theft cases than in other thefts. (See page 189.)

The Number of Cases Made

Statistical data relating to crimes and all other cases are derived from the case sheets; therefore it is important that a uniform method be used in recording each type of case. In recording Part I crimes, a case sheet is

⁸Small departments may use these forms in duplicate.

This copy to Records Division		<input type="radio"/> AUTO LARCENY REPORT <input type="radio"/> CASE NO.	
Owner		A.M.	A.M.
Res. address		P.M. to	P.M. Date
Bus. address		Driver absent	hours
Reported by			
Address			
<i>Vehicle taken from alley; driveway; parking station; private garage; public garage; secondhand lot; street; sales agency.</i> <i>Vehicle taken by driving; towing; dollying; trucking; giving bad check; keeping rented car; embezzling.</i>			
DESCRIPTION OF CAR			
MAKE	YEAR MODEL	TYPE	
MOTOR NO.	SERIAL NO.	LICENSE NO.	
COLOR			
Speedometer reading	Locks in use: Ignition () Door () Other ()		
Radio	Heater		
Special equipment or marks of identification:			
Description of tires:			Value \$

FORM 6 AUTO LARCENY REPORT (8"x5")

(Duplicate and triplicate copies are identical with original except in color and directions, which read "to Detective Division" and "to Squad Room".)

This copy to Records Division		<div>○</div> BICYCLE LARCENY REPORT <div>○</div>		CASE NO.	
Owner		Time occurred	A.M.	P.M.	Date
Address		Reported to	Owner absent		
Parent's name		Time reported	hours		
Reported by		Where stolen			
Address					
Bicycle taken from yard; street or sidewalk; garage; porch; school; theater. Locked: Yes () No ()					
DESCRIPTION OF BICYCLE					
Make	Registration no.	Serial no.	Value \$		
Frame style	Frame color	Original paint () Repaint ()	Frame size		
Fender color	Wheels: Kind	Color			
Tires: Make	Type	Size			
Brake	Handle bars	Seat	Pedal		
Suspects					
Misc. equipment					
Marks of identification		Date of purchase		New	Used
Place of purchase					

FORM 7. BICYCLE LARCENY REPORT (8"x5")

(Duplicate and triplicate copies are identical with original except in color and directions, which read "to Detective Division" and "to Squad Room.")

usually made for each crime committed or attempted. The following rules, adapted from Sections 37 to 40 of *Uniform Crime Reporting*,⁹ determine the number of cases to make when two or more persons commit one offense or one person commits two or more Part I crimes. The rules for offenses against the person differ somewhat from the rules for offenses against property; consequently they are presented under the two general divisions which follow.

Offenses against the person. Offenses against the person include felonious homicide, rape, and aggravated assault. One case is made for each person *against* whom an offense is committed. The number of offenses reported (cases made) equals the number of persons killed, raped, maimed, wounded, or assaulted, plus the number of attempts. The number of accused persons does not determine the number of cases. If one person murders three people, then three case sheets are made; if three people murder one person, only one case sheet is made.

Offenses against property. Part I offenses against property include robbery, burglary, larceny, and auto theft. The number of cases made is determined less by the number of victims than by the number of separate and distinct operations that have been undertaken. Specific instructions for each offense follow:

a. *Robbery.* The number of cases made on robberies depends entirely upon the number of operations of this nature which have been carried out or attempted. If three persons rob one, or one person robs three at the same time, only one case is made.

b. *Burglary—breaking or entering.* An arbitrary rule is used to determine the number of cases to be made for burglaries. Hotels and lodging houses are regarded as single units without regard to the number of rooms entered in any one operation. Each apartment in an apartment house and each suite in an office building is considered a separate unit, and a case is made for each one entered even though it is one of a number of entries in the same building. For example, if a number of individual hotel rooms are entered by one burglar, or by two burglars acting together, only one burglary case sheet is made, but if three separate apartments in one apartment house are entered, regardless of the number of criminals participating, three burglaries are to be recorded, so three cases are made.

c. *Larceny—theft.* The number of distinct criminal operations determines the number of cases to be made for larcenies. If a thief steals a number of articles, all stored in one place but belonging to different persons, only one larceny case sheet is made. If accessories are stolen from several automobiles parked on the street, even though in adjoining spaces, a separate case is made on each larceny. However, if they are taken in a single operation from a number of cars in a parking lot or garage a single case is made on the series.

⁹Federal Bureau of Investigation, *op. cit.*

d. *Auto theft.* In auto thefts the number of case sheets made is equal to the number of vehicles stolen, plus the number of attempted thefts. A case sheet is made for every car stolen, regardless of the amount of time which elapses before recovery. Cars used for "joy rides," therefore, are included. Taking for temporary use, where the car is returned, and the unauthorized use of a car by a chauffeur, employee, domestic servant, garage employee, and/or other person having custody of or lawful access to the vehicle are not considered thefts. Failure to return a rented or borrowed car, embezzlements, and conversions are not included in auto thefts.

General provisions. When several offenses are committed by one person at the same time, a case sheet is made for the offense that comes first in the classification. For example, a robbery case would be made if both assault and robbery had been committed, because robbery, usually the more serious crime, appears before aggravated assault in the classification. Separate cases are made on offenses which follow in a more or less natural sequence but after an appreciable length of time, such as robbery following an auto theft.

Separate cases are not made on each crime confessed by the offender unless the victim is known and the offense is established. This rule is intended to prevent an overzealous detective, eager to establish a high percentage of clearances by arrest, from obtaining from some weak-willed person a confession of a long list of offenses which may or may not have been committed. For example, a thief may have in his possession at the time of arrest a number of automobile accessories which he may admit having stolen. Before a larceny case is made on any one of the cases reported by the thief, the identity of the owner must be determined and the offense and its conditions established.

Part II cases. Part II offenses, like Part I crimes, are recorded immediately on receipt of information that they have been committed, regardless of whether an arrest is made or not. For example, a citizen may complain of automobiles exceeding the speed limit at some location. A case sheet is prepared under Classification 23, *Violation of Road and Driving Laws*, just as though a Part I crime were being recorded.

A separate case is made on each Part II arrest except where two or more persons are arrested at the same time and place and on the same charge, or where two or more persons are arrested at the same time and place on several charges the most serious of which is the same in each instance. In these cases one case card will be used for all offenders. This rule is intended to eliminate needless duplication of cases and investigation reports. For example, in a gambling raid in which a large number of players are arrested, a separate case is not made on each arrest. One case suffices for all. However, a separate case would be made on each person in the group who might be charged with a more serious offense. Because of this rule, the number of cases on such offenses is never the number of actual offenses nor the

number of persons arrested. The number of persons arrested is obtained from the arrest records.

Part III cases (lost and found). Part III cases are recorded immediately upon the receipt of information. Their classification as LOST or FOUND depends upon which incident is first reported to the police, not upon which incident first becomes known.

Only one case is made on each incident. If the loss is recorded on a LOST case, the act of finding is recorded on the same case and a FOUND case is not made. If a FOUND case is made in the first instance, and the owner later reports his loss, this information is recorded on the FOUND case.

Part IV cases (casualties). In recording motor vehicle accidents, one case is made for each accident. Thus, if two or more persons are injured in one accident only one case is made. If two vehicles collide and a third vehicle runs into one or both of the disabled vehicles, the accident should be classed as a single three-car accident if the third vehicle at the time of the first collision was so close that collision with the disabled vehicles could not be avoided by stopping. Practically, if the interval between the first and second impacts was judged to be less than 10 seconds, and in any series of collisions if no distance between any two cars is greater than 200 feet, the events should be classified as a single accident.¹⁰

In firearms accidents, dog bite cases, suicides, attempted suicides, and bodies found, a case is made for each person injured or dead, or each person attempting suicide even though uninjured. The number of cases equals the number of suicides, attempted suicides, bodies found, persons bitten, and persons injured by firearms. In other casualties only one case is made for each accident, regardless of the number of casualties.

Part V cases (miscellaneous). In recording Part V cases, one case is made on each incident or matter recorded.

Number of Copies of Case Sheet

A single copy of the case sheet is all that is necessary in the smaller departments having no specialized divisions. In larger departments, it is desirable to have duplicate sheets on those cases assigned to a specialized division such as the detective or the juvenile division. Only infrequently, however, do duplicates serve a useful purpose in cases assigned to the traffic division. The original case sheet is filed in the records office and the duplicate is sent to the specialized division which is interested in it. The duplicate sheet conserves the time of the officer using it in a specialized division because he has available for examination all of the data on the case and does not have to depend upon withdrawals of the original from the records office.

¹⁰See National Safety Council, Committee on Traffic Accident Records, *Manual of Motor Vehicle Accidents—Definitions*, *op. cit.*

In a properly organized department, cases assigned to specialized divisions (except the vice division) almost invariably originate with the patrol division. The patrol officer investigating a case that is likely to be assigned to a specialized division submits his report in duplicate, in order that a copy may be sent to the specialized unit.

Recording the Incident

In preparing a case sheet, one of the 48 uniform classifications (Appendix A) is inserted in the space after *Incident* in the upper left corner of the sheet.¹¹ The proper subheading under that class of case is entered in the space following *Classification*. For example, a highway robbery is reported. The word "Robbery" is inserted in the space after *Incident*, and the word "Highway" is placed in the space following *Classification*. If a burglary is being recorded the word "Day" or "Night" is inserted after the subclassification *Residence* or *Nonresidence*. In large departments, the seven subclassifications of larceny are not sufficient; the *All Other* group is broken down into the classifications indicated and the proper information is inserted in the space following *Classification*.

In the preparation of the case sheet, no distinction is made between offenses committed by juveniles and those by adults. The compilation of statistical data on juvenile offenders is explained on page 209.

In Part III cases (lost and found), the case sheet is headed by the word "Lost" or "Found" in the space following *Incident* and in the space after *Classification* is inserted the kind of animal, the type of property, or the sex and age of the person involved.

In the case of a casualty, the case sheet bears the printed heading *Casualty*. The major classification, such as "Motor Vehicle Traffic Accidents (Fatal, Personal Injury, or Property Damage)," "Other Traffic Accidents," "Public Accidents," etc., is placed in the left half of the heading, and in the right half appears the appropriate subclassification, such as "Pedestrian," "Motor Vehicle," or "Train."

After the classification of the complaint has been determined and properly recorded in the heading of the case sheet, the complaint clerk proceeds to fill in the additional information. After *Victim* he lists the name of the victim,¹² if there is one. If the victim is a firm or institution, the name as it appears in the telephone directory is used. In all other cases, the person, firm, or institution making the report is listed as the *Victim*. If a person is arrested for an offense in which there is no particular victim or complainant other than the arresting officer, the name of the person arrested is entered as victim. If, for instance, it is reported by the Sheriff's Office of Flint,

¹¹Attempts to commit crime should not be marked UNFOUNDED but should be classified as though the crime had actually been consummated, except attempted homicides which are recorded as assaults.

¹²The procedure used in recording the age and race of persons listed in police reports is explained on page 65.

Michigan, then as the name of victim appears "Sheriff's Office," with the address, "Flint, Michigan." If it is reported by the Police Department of South Bend, Indiana, then the entry is "Police Department, South Bend, Indiana." This procedure is followed regardless of the type of public office making the report.

The hour and date of receiving the report and the name of the person who reported the case to the department are also entered. The name of the person who reported the matter originally is more important than the name of the officer who relayed the report to the complaint clerk, and is inserted in the space *Reported by*. The name of the officer to whom the case was first reported is inserted in the space *Reported to*. The complaint clerk signs the sheet by typing his initials after the name appearing after *Reported to*. If the case involves the theft of property, a description with the actual present cash value thereof is noted on the case sheet or its reverse.

The case numbers of other cases that are related in some way to the current case are inserted after *Connect with Case No.* For example, an accident investigation might result in the arrest of a driver, in which event the accident case is connected with the case which records the violation and arrest. Similarly a case recording the arrest of a person for some offense would be connected with the case which records any other crime he may have committed. Also cases on several crimes committed by the same criminal would be connected, with one of them selected as the "key" case on which all future reports would be filed. The key case might be the one on which the criminal was arrested.

The Assignment of Officers

The complaint clerk assigns to the case each officer who worked or who will work in any way on it. The name of the officer assigned to make the preliminary report is entered in the space *Preliminary Report by*. If the time of occurrence of the offense is undetermined, the complaint clerk assigns the patrol officers who covered that beat or patrol district during the hours when the offense may possibly have occurred. If it is a case to be handled by the detective division, he assigns the detective regularly assigned to such crimes as well as the patrol officer in the area in which the crime occurred. If the case involves Negroes and there is a Negro detective in the department, he will also be assigned.

In cases where more than one officer is dispatched by radio and especially when several officers are given specific instructions, as occurs in cases where the criminal is reported to be at the scene and officers are assigned to quadrants in addition to being sent to the scene of the crime, an investigation report (Form 11b, page 63) is useful in recording the instructions broadcast. This report, prepared by the dispatcher and filed with the case, serves as a reference for the commanding officer and the follow-up officer in determining assignments and tactics.

Numbering the Cases

Each case sheet is identified by a serial number, known as the "case number." All investigation reports and other forms and papers relating to the incident bear the same number, inserted by the officer submitting them; this procedure aids in identifying them readily and facilitates their filing. To avoid inadvertently skipping a number, an automatic number stamping machine in the custody of the complaint clerk is used to affix the serial number on case sheets.

The Use of "Silent" Cases

A blank case sheet with the case number stamped thereon is given to any commanding officer on request and a notation is made on the daily bulletin listing the name of the officer and the "silent" number issued to him. This procedure is followed where it is desired to record a case without permitting any of the facts to be divulged to other members of the department. Such cases are used in recording vice complaints and reports regarding subversive and allied activities in smaller departments which do not have auxiliary record systems for the recording of such complaints and the progress of investigations. Such auxiliary records are discussed on pages 144-147.

The Designation of No Publicity

Any case on which no publicity is desired should have recorded in the heading the notation "No publicity." The decision that a case shall have no publicity requires the approval of a commanding officer, and he indicates his approval by placing his initials beside the notation. When such cases are listed on the daily bulletin a notation "No publicity" is included.

Recording Complaints from Outside Jurisdictions

Acts that have occurred outside the local jurisdiction but on which the police take some action are recorded in the same way as incidents within the jurisdiction. The fact that they are outside the jurisdiction is indicated by inserting the word "Outside" in the upper left corner of the case sheet. Communications from outside jurisdictions, whether by telephone, telegraph, radio, or mail, on which information to be obtained through some local investigation is desired should be recorded on a case sheet unless the information can be obtained without the necessity of an officer leaving headquarters. On receipt of telephone or radio communications which do not justify the preparation of a case sheet, the message should be recorded and the information passed on to the members of the department by the preparation of a persons-wanted form, an auto larceny report, or an investigation report labeled "Outside." These reports bear no serial number. The original should be routed to the records division for indexing and copies should be posted on arch files or clipboards in detective quarters and in the squad room. If the matter is urgent, the officers are notified by radio.

Discretion is necessary in deciding whether to make a case record of written notices received from outside jurisdictions of persons wanted, stolen property, and crimes. All notices not recorded on case sheets are routed to the records division for indexing. The important ones are then posted for the information of the members of the department.

Questions of Jurisdiction

There are borderline cases where doubt may exist as to whether the incident occurred in the local police jurisdiction. This question is important because the crime and accident rates of a community are measured in terms of occurrences within its jurisdiction. The city boundary lines should be clearly established on a large map as an aid in establishing jurisdiction in doubtful cases.

The point of impact determines the location of an accident. If a collision occurs within the city limits, but the automobiles come to rest outside, the accident is considered as having occurred within the city, and vice versa. If a train strikes an automobile at a crossing just outside the city limits and carries it inside, the accident is classified as outside. If the point of impact or overturning is exactly on the boundary line, the accident should be classified according to the jurisdiction from which the vehicles were traveling, or if one vehicle was coming from one jurisdiction and the other vehicle from another jurisdiction, the accident should be classified according to the jurisdiction from which the driver most at fault was proceeding.¹³

Crimes and accidents occurring in city-owned areas outside the geographical limits of the city, as at city-owned airports or reservoirs, should be recorded as outside cases. Crimes initiated in the local jurisdiction but accomplished in another should be recorded as outside. For example, a murder committed by a person who stands in one jurisdiction and shoots a person in another would be recorded against the jurisdiction in which the victim was located. Likewise, if a criminal picks up his victim in one jurisdiction and at the point of a gun takes him to another where he robs or murders him, the crime is scored against the jurisdiction in which the crime was consummated.

THE DAILY BULLETIN

Policemen, to work effectively, must be supplied with certain information. They must be notified of cases to which they are assigned and informed of crimes and other incidents calling for police action. Administrative orders and other information must be brought to the attention of the personnel through some regular channel.

The daily bulletin (Form 8) gives information to the individual officer and to the department as a whole. It is a continuous series of letter-size

¹³National Safety Council, *Manual of Motor Vehicle Accidents—Definitions*, *op. cit.*

sheets containing, in chronological order, a summary of each case and listing briefly the facts useful to the officer in his investigation. The resume should begin with the name of the victim. The case number and classification of the incident is placed in the left margin. In the right margin are listed the names of officers assigned. The officer held responsible for the execution of the preliminary report is indicated by the letter (P) following his name on the bulletin. The bulletin gives descriptions of property lost and stolen; persons arrested; and any additional pertinent information regarding cases, including reassignment. It also provides information to the police personnel in the form of general orders, special orders, and notes.

The Typed Bulletin

The bulletin is made out continuously as case sheets are executed, and in small and medium-size departments it is typed. It is prepared by the officer charged with the preparation of the case sheets except in large departments where, because of heavy duties and the time involved, this task may be assigned to another clerk. A single copy of the daily bulletin is adequate in a small department, but as the size of the department increases the number of copies must be increased. A department of 100 men may require six or seven copies for the several divisional offices. The original copy is sent to the records division for permanent filing; pending its disposition in a permanent file, this copy is available for current "front office" use.

The Printed or Mimeographed Bulletin

In police departments of more than 200 men, it may be desirable to print or mimeograph the daily bulletin. A printed or mimeographed bulletin becomes desirable (1) when the number of copies needed is more than can be conveniently struck off at a single typing, (2) when the bulletin becomes too long for general reading and contains too much material of a general character for the personnel of special divisions to read completely, or (3) when a substantial part of the personnel does not report at headquarters for roll call. When he reports for duty each officer may be given a copy of a printed bulletin to carry with him; otherwise the contents must be studied and remembered. The contents of printed bulletins is selective; it should be limited to special orders, general orders, information of general interest to the force, descriptions of persons wanted and of animals and property lost and stolen, and brief accounts of major crimes.

When a printed bulletin is used, a chronological record of complaints in the form of the typed daily bulletin just described should be made for reference purposes but should be limited to a resume of cases. This permanent chronological record of all cases is indispensable. It assists in determining the number of a case when the information regarding it is so

RECORDING DAILY POLICE ACTIVITIES

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meager as to make a search of the files impractical. It also establishes the general character of any case which may have become lost or was, perhaps, misfiled.

Since one of the purposes of the continuously typed bulletin is to serve as a device for notifying officers of assignment, some variation must be made in the assignment procedure when a printed bulletin is used.

VOLUME 10	PAGE 1	POLICE DEPARTMENT	JAN 1, 1941	MONDAY
Case Number				Officers
12679 Dog Bite	Mrs. John N. (Mary) Jones, 1524 Smith St. reports at 9:30 A.M., 1-1-41 that her daughter, Mary Lou (8) was bitten by a dog at that address at 8 A.M., 1-1-41. Owner unknown.			MORRIS
12680	Officer A.B. Smith is appointed to the rank of sergeant, effective General Order immediately. Sergeant Smith will serve on the Third Platoon.			
12681 Burglary Non-Resid.	The Arthur Construction Co. 2698 N. Broadway reports at 10:02 A.M., 1-1-41, burglary of office that address, by means of breaking side window. Happened between 1 A.M., 1-1-41, and 9:30 A.M., 1-1-41. Loss unknown at this time.			TAYLOR (P) JONES DW SMITH
12682 Drunkenness	Pete S. Petts, address unknown, was arrested at 1824 E 1st at 10 A.M., 1-1-41, charged with drunkenness. Arrest number, 414.			FORD
Note:	Mr. Louis G. Green, 168 N. Euclid reports at 10:15 AM, 1-1-41, that his home that address will be vacant from 1-1-41 to 1-15-41, and requests beat officers to watch that place. Key will be at 170 N. Euclid.			TAYLOR WHITE ASHERRY
12683 Lost Property	Miss Virginia B. McClellan (16), 1215 E 4th reports at 10:30 A.M., 1-1-41, loss of her white gold diamond ring. Diamond is 1 K. and ring is in a plain mounting. The initials VBM are inscribed on inside of ring. Lost between 12-20-40 and 1-1-41, at unknown address.			WHITE MARTIN
12684 Robbery Bank	The 5th National Bank, 1st and Market reports at 11 A.M., 1-1-41, robbery of that bank at 10:55 A.M., 1-1-41, and theft of \$4,000 in cash, mostly in \$20 bills. Bank was entered by 4 masked men armed with revolvers, who escaped in a 1940 Ford sedan, blue color, no license plates visible.			TAYLOR (P) MORRIS JONES FORD SMITH MILLER WALKER
12685 Disorderly Conduct	John C. Guerra (Max) 404 1/2 S. Mead reports at 11:05 A.M., 1-1-41, that persons have been peering in his windows past three nights from 8 to 10 P.M. Requests protection.			MARTIN DW SMITH
Note	All officers wishing to enroll in the first aid class will sign the list posted in the squad room before Saturday, Jan. 6, 1941.			PERSONNEL OFFICER
12686 Additional Information	Officer Ford reports at 11:10 A.M., 1-1-41, arrest of 4 suspects in the 5th National Bank Robbery. Those arrested were: Manuel Cardoza, 911 S. Mesley, Arrest number 415, John D. Smartfeller, no address, Arrest number 416; Jake L. Larsen, Union Hotel, Arrest number 417; and Samuel K. Sneyd, General Delivery, Arrest number 418. Arrest was made at 10th and Green St. \$3,999.50 in cash was recovered from the suspects. They were all charged with robbery and auto theft.			FORD HALL
11780 Additional Information	Cancel pickup on 1940 Ford sedan, blue color, License number 415-678 Motor number 18-458729, reported stolen 6-14-40, this car was recovered at 10th and Green at 11:10 A.M., 1-1-41.			FORD
12686 Other Offenses	Mrs. Fred (Alice) Cox, 1127 1/2 N. Main reports at 11:30 A.M., 1-1-41 that dog belonging to James Monroe, 1120 N. Main, disturbs her peace by barking all the time.			WALKER

Notification to Officer of Assignment

The first concern of the communications staff on receipt of a complaint is to notify the officers who have been assigned to investigate. Assignments may be made in one of several ways: by radio or telephone or in person to the officer on duty; by means of the daily bulletin; or by the assignment sheet.

The simplest form of assignment is personal notification to the officers; the daily bulletin then serves as a confirmation of the assignment. In some cases, however, it will not be convenient to notify the officer of the assignment at the time the case sheet is prepared, and the officer must rely upon the daily bulletin or, in the specialized division, upon the duplicate case sheet.

When a printed bulletin is used, some device must be provided for positive notification to the officer of assignment to cases. This notification may be handled in one of two ways. First, a separate sheet may be typed for each division listing cases and the officers who will be assigned to each. This sheet will be in the form of the daily typed bulletin but will be limited to cases assigned to the particular division for which it is intended. Second, a separate assignment slip may be made bearing a brief resume of the case for each officer assigned thereto.

The Radio Log

Federal Communications Commission rules require the maintenance of a radio log in the form of a continuous chronological series of entries covering briefly the subject of each broadcast. A sheet, such as Form 9, with vertical columns facilitates the recording of the necessary information. The sheets are bound and permanently filed in the records office at the end of each month.

RADIO LOG						Shift _____
						Operator _____
						Date _____
TIME	FROM	TO	MESSAGE	CASE NO.	DISPOSITION	

FORM 9. RADIO LOG (11"x8½")

PRELIMINARY REPORT	
Victim	Date
Residence address	CASE NO.
Business or institution	Phone
Business address	Phone
Where committed	
Person attacked	
Property attacked	
How attacked	
Means of attack	
Time of attack	
Object of attack	
Trade-mark	
Vehicle used	
Details of offense:	

FORM 10. PRELIMINARY REPORT (8"x10")

If a preliminary report to fit into an 8"x5" file is desired, the form used is 8"x10" and folds to 8"x5"; another commonly used size is 8½"x11".

Persons suspected	Has persons-wanted form been made?
Persons arrested	
Description of property stolen	
Value \$	
Disposition of property: (Including tag no.)	
Carbon copy to detective div. ()	
Officer	Date and hour

FORM 10. PRELIMINARY REPORT (REVERSE)

This is the reverse of the Preliminary Report, which is printed to be turned up from the bottom.

REPORTS BY INVESTIGATING OFFICERS

Officers assigned to make investigations report in detail all action they have taken. Their reports may be made on a blank piece of paper of the proper size, as illustrated in the sample report labeled Form 11a, although some departments have developed forms to be used for this purpose. A preliminary report, such as Form 10, may be used to report the initial investigation of crimes of fraud, theft, or violence, and an investigation (progress) report with spaces in the heading to fill in identifying information, such as Form 11a, may be used to report all subsequent investigations. Forms such as these are more convenient to use than a blank investigation report; they also assure a more complete report, for the spaces serve as a guide to the officer in obtaining and reporting information.

The Preliminary Report

In all but the very small departments it is desirable to use a preliminary report, to be prepared by the officer making the preliminary investigation, of all crimes involving fraud, theft, or violence, except cases of auto and bicycle theft where special forms are provided. These reports are prepared in duplicate and the carbon copy is routed to the detective assigned. The advantage of the preliminary report lies in the spaces provided for information. They serve as a guide to the officer in his investigation, and thus prevent oversights; pertinent information is arranged in a suitable form for ready reference.

The information that should be listed after certain of the headings in the preliminary report may be briefly summarized:¹⁴

1. *Persons attacked:* State the number of victims, their sex, whether adults or juveniles, race, and so far as possible, their occupations. These entries are important because some criminals operate against a certain sex, grown persons or juveniles, certain races, certain types of professional people.

2. *Property attacked:* State the type of premises in which the offense was committed. If a bank is held up, the entry is "bank." Stores are described as to type of business and whether independent or chain. Where a building is used for a number of purposes, the purpose for which the particular room entered is used is specified first, and after that is recorded the general use of the building. Examples: grocery store under apartment; dentist's office at front of residence; sleeping quarters at rear of grocery. Buildings used for residence purposes are described as to the number of families living therein and the type of building, as bungalow, apartment, club.

3. *How attacked:* State the way in which the person or property was attacked. In burglary, property is attacked by breaking in. The point of entry, as rear door, first-floor side window, first-floor transom, should be given. In robbery, state the method of attack as strong-armed, slugged,

¹⁴Public Administration Service, *Survey of the Police Department of Greenwich, Connecticut* (Chicago, 1937), pp 104-06.

INVESTIGATION REPORT

Date CASE NO.

Victim

Address

Phone

Copy to

Officer

Date

Hour

FORM 11A INVESTIGATION REPORT (8½"x11")

Mrs. John W. (Dorothy) Brown 10-1-40
 1475 N. Main St.
 Phone, 45560

CASE NO. 1248

The above reports loss of her yellow and white spotted fox terrier dog. The dog answers to the name of "Fox," is male, about 2 years old, limps on left front foot, small size, about 10 lb. and is wearing a red patent leather collar, with license number 148 attached.

I received call by radio to report to the above address at 8 30 a.m., 10-1-40, and when I arrived found that Mrs. Brown was considerably broken up about the loss of her dog. She said that she was sure the dog was gone for good, as he had never run away before, and that he had probably been run over by an automobile. She had not seen the dog since she had turned him out into the yard at 7:30 a.m., 10-1-40.

I contacted a neighbor, Mr. Arthur C. Smith, 1477 N. Main St. No phone. Mr. Smith said that he had seen the dog jump the back yard fence and chase after another dog, going south along the alley. He also said that the dog was in the habit of running away, and that the neighbors considered the animal a pest.

I placed a radio pickup on the animal, and instructed the complainant to contact the department or the Humane Society in two days, to see if the dog had been found.

(Signed) Sam J. Jones (Badge No. 2)

Copy to: Detective J. Dokes

3:30 p.m., 10-1-40

FORM 11B. INVESTIGATION REPORT (Alternate Size 8"x5")

threatened, choked, beaten. In worthless checks, drafts, notes, forgeries, and the like, state if by passing, forging, or raising, or if fictitious or fraudulent checks, drafts, or notes. In larceny specify the place from which the property was stolen, as, for instance, cash register, clothes-line, desk, kitchen.

4. *Means of attack*: State the instrument, tool, device, trick, or method by which the person or property was attacked. In burglary, all tools should be described briefly but specifically. In robbery, give the best possible description of the weapon used. In larceny, the means may be carrying away; climbing adjoining premises, fence, fire escape, ladder, porch, rope; driving away; shoplifting; or with an instrument.

5. *Object of attack*: Do not give details of the articles taken but rather the general class to which they belong. The object of attack by one criminal may be money only. Another will take money and jewelry, or certain types of clothing, or silverware, and so on. In crimes against the person, not involving property, the object will be the motive rather than a material thing, for example, high-jacking battle or illicit love affair.

6. *Trade-mark*: List the personal idiosyncrasies or peculiar methods of operation which may serve to distinguish the crime from other crimes committed in much the same fashion. Some men commit a robbery with no fuss and very little conversation; others make a great deal of noise and conversation. Some men turn on house lights in a burglary; others burn matches or use flashlights. Some invariably raid the refrigerator; others will take food into the premises. A man who gains entrance to a house by representing himself as an inspector from a gas or electric company is an old type. Such items as committed during funeral, parade, party; assaulted occupant bathing; malicious damage to premises; poisoned dog; cut telephone wires; pretended to be blind or looking for employment are all examples of the trade-mark. The more unusual or peculiar the trade-mark, the greater is its value in identifying the perpetrator of future crimes or in connecting a suspect with past crimes.

7. *Vehicle used*: If a vehicle is used in the commission of the crime, state the type and make.

The Investigation Report

An investigation report is made by each officer who does any work or has any information on any case, regardless of whether he is regularly assigned to it or not, and by each officer assigned to any case, regardless of whether he does any work or has any information on it. As long as an officer is assigned to a case he makes an additional report on it at the end of each tour of duty during which work is done, even though the results are negative. If no report is written on the case on a particular day, it is assumed that no work was done on that case on that day. Investigation reports must be legible. It is preferable that they be typewritten; otherwise they are filled in in ink. If the reverse of the form is used, it is turned up from the bottom.

Investigation reports are usually of the same size as the case sheet, although in the interest of economy a smaller size may be used with the letter-sized case sheet. A form with a printed heading may be used (Form 11a), or the investigating officer may record the identifying information on a

blank sheet (Form 11b). The use of an investigation report with a printed heading aids in avoiding some errors, especially in a department in which the personnel has not been thoroughly trained in reporting procedures.

Investigation reports are written in the following form:

Heading. The name of the victim is placed in the upper left corner. This is the name which appears first in the resume on the bulletin. In the upper right corner is inserted the case number. In the center is given the date on which the case was listed in the bulletin. The name, date, and number are essential in the heading of the investigation report because they serve to identify it so that it may be attached to the proper case sheet.

Salutation. It is assumed that each report is directed to the chief of police, so to save time and space no formal salutation is used. If it is desired to call the attention of a particular officer to the contents of a certain report, it is headed, "Attention, Officer —————." The officer to whom such a report is directed indicates that he has noted the contents by placing his initials immediately after his name. The report is then forwarded to the records division.

The body of the report. The body of the investigation report contains a detailed account of everything that the officer did or learned about the case that he has not reported at some previous time. This information is presented concisely and clearly, without ambiguity or repetition, and in sufficient detail so that the report explains exactly what has happened, what has been done, and what has been learned. An investigation report which must be supplemented by a verbal explanation has not been properly written.

Great care must be taken in the spelling of all names and the recording of sex and color and the marital status so far as it affects the name. The given name by which a person is known and an initial is considered sufficient except in the case of common names such as Smith or Jones. The sex must be given if the name does not indicate it; color may be indicated by (M) Mexican, (N) Negro, (O) Oriental. If the subject is under 21, the age is given in parenthesis. If the exact age of a juvenile is not known, this fact is indicated by (J) after the name. In the case of a married woman, her Christian name is included: Mrs. Paul E. (Mary Lou) Glass.

The outline presented below is included as a guide to the investigating officer in gathering information and organizing the report. If he carries this outline in mind while investigating a case, or has a copy of it with him, he is less likely to overlook some important detail. A well organized report permits a speedier and more accurate inspection. Repetitions and omissions are reduced to a minimum.

Ending. The date, hour of writing, and signature form the simple but very important conclusion of an investigation report.

Preparation of the report. The procedure used in the preparation of investigation reports varies somewhat among different departments. Re-

ports are typewritten by the investigating officers in most departments. This procedure is desirable, especially when the officers have the ability to organize the material into well-ordered and concise statements of fact. Usually the reports are written by the investigating officers at the end of their tour of duty, although in some departments detectives and special investigators are permitted to prepare reports at headquarters during their tour of duty.

Detectives in some departments use dictating equipment. Other departments provide typist clerks who typewrite the reports as dictated by all officers. A skilled clerk who devotes all of his time to this work may direct questions designed to obtain all essential information, organize the facts, and compose a superior report.

An arrangement for dictation over the telephone from the officer on his beat when he reports back from assignment offers several advantages. It eliminates the writing of the report by the investigating officer at the end of his tour of duty, a procedure that results in overtime for the officer; if it is discovered in the preparation of the report that some facts have been overlooked, the officer may reopen the investigation at once instead of waiting one or two days until the shortcoming is discovered by the follow-up officer. This procedure permits using the case sheet for recording the preliminary investigation of major crimes, and the entire investigation of many minor complaints. Finally, the task of typing reports is spread over the entire tour of duty; thus, a smaller force of typists is able to write all reports.

In practice, however, this procedure has some disadvantages. The facts and meaning of the report may be somewhat distorted in the recomposition; the investigating officer frequently resents questions by a clerk; he sometimes does not read the typed report carefully before signing, and errors are not often detected. For these reasons, reports typewritten by the investigating officers themselves are found to be the most satisfactory except in departments with personnel who are not qualified to perform this service.

If the case sheet is used for recording the preliminary investigation, it should be 8½"x11" and should provide space for the investigation report. The typist should be conveniently located in reference to the complaint desk so that the case sheet prepared when the officer is dispatched on the call is easily available for recording the results of his investigation. In a small department the dispatcher may do the recording in addition to his other duties. In large departments the clerks who prepare the case sheets may perform this task.

Number of copies. Single copies of investigation reports are prepared unless there is a special reason for making a duplicate copy. Reports on cases assigned to more than one division are written in duplicate and bear a notation for the information of supervising officers showing where the copy is sent. The original is filed in the records office and the copy is sent to the specialized division making further investigation. Reports submitted by patrolmen regarding the investigation of crimes which are to be inves-

tigated by the detective division are an example. Investigation reports on cases not assigned to a specialized unit are written in duplicate if the officer preparing them considers the information of interest to a specialized division. The records office staff is alert to refer to a specialized unit any report not written in duplicate which contains information of interest to that unit.

OUTLINE OF CONTENT OF THE INVESTIGATION REPORT¹⁵

- I. Synopsis
A brief resume which will permit a supervising officer to determine in a general way the subject matter of the report by reading the first sentence.
- II. Detailed Facts
 - A. Facts as observed by the officer
 - B. Facts as reported to him by witnesses
 - C. Opinions of citizens
 - D. Descriptions
 1. Description of property¹⁶
 - a. Article
 - b. Trade name
 - c. Material
 - d. Form
 - e. Physical measurements
 - f. Sensory description
 - g. Design
 - h. Identifying marks (letters, numbers, etc.)
 - i. Condition (including age)
 - j. Value
 1. Cost
 2. Present value
 2. Description of persons
 - a. Name
 - b. Sex
 - c. Color
 - d. Age
 - e. Height
 - f. Weight
 - g. Build
 - h. Hair
 - i. Eyes
 - j. Complexion
 - k. Occupation
 - l. Nativity
 - m. Beard
 - n. Dress
 - o. Marks
 3. Modus operandi
- III. Results
 - A. Analysis

¹⁵This outline has been adapted from lecture notes supplied by William A. Wiltberger, Director, Police School, San Jose State College.

¹⁶A discussion of the method of filing descriptions of lost and stolen property is found on pages 190-193.

- B. Conclusions
- C. Recommendations
- IV. Disposition: Temporary or Final
 - A. Property
 - B. Persons: suspects, prisoners, injured
 - C. Case
- V. Final Interview with Complainant

PERSONS WANTED

Information on persons who are wanted by the police must be recorded in the case and also on squad room arch files or clip boards as a notice to officers. A persons wanted form, such as Form 12, is desirable in all but the very smallest departments. It is made in duplicate, or triplicate, the original being sent to the records division for filing with the case and the copy being placed on a "Persons Wanted" file in the squad room. If a triplicate copy is made, it is for the use of the detective division. The approval of a commanding officer should be obtained before the persons wanted form is posted.

PROPERTY CONTROL RECORDS

The police are custodians of recovered and found property, evidence, and personal property which comes into their possession. The care of this property and its return to its lawful owner are responsibilities which must be discharged with a complete appreciation of the importance of the obligation. Police integrity may be questioned if found, recovered, and personal property is improperly cared for. Because of the implications in any irregularity or even carelessness in the handling and care of property, it is important that the police department follow a procedure that will: (1) establish the chain of possession; (2) prevent unauthorized or inadvertent release or loss; (3) establish responsibility for release; (4) indicate property in the department's possession and its location and assure its return to the lawful owner; (5) identify such property; (6) place responsibility for its care.

The custody of any particular piece of property must be the responsibility of only one person. This principle does not mean that one person is responsible for all property or that one person must have physical custody of all property. Property and evidence are usually in the custody of the property clerk, but the custody of certain types, such as evidence for the police laboratory and evidence seized by the vice division, may be the responsibility of other individuals.

Property may be brought in at any hour of the day or night. If responsibility for the custody of a certain type of property is to be placed in one person who works only during certain hours, arrangements must be made to care for any brought in when he is off duty. The officer who brings in

PERSONS WANTED				CASE NO.	
SEX	COLOR	AGE	HT.	WT.	BLD.
Name			Person and property attacked		
Aliases			How attacked		
Crime			Means of attack		
Nationality			Time of attack		
Complexion			Object of attack		
Occupation			Trade-mark		
Nativity			Vehicle used		
Dress			Accomplice		
Marks					
Is felony warrant issued?					
Remarks					
Issued by			Date		
Approved by			Date		
Notify F.B.I.			Date		
F.B.I. notified by			Index card pulled by		
			Date		

FORM 12. PERSONS WANTED FORM (8"x5")
(Duplicate and triplicate copies are identical with original except in color and directions, which read "to Squad Room" and "to Detective Division")

PROPERTY INDEX				O
Tag No. 81	Bin No.	CASE NO.		No. 81
Ph. Ev. ()	Per. Prop. ()	Found Prop. ()		
	Rec. Goods ()			
Number of Pieces:				
Description of Property:				
Name of Owner:				
Address:				
Claimed by Owner: Date			Bin No.	CASE NO.
Sold at Auction: Date			Number of Pieces:	
Officer:	Date	Hour		
PROPERTY RECORD				
Tag No. 81	Bin No.	CASE NO.		
Physical Ev. ()	Personal Prop. ()	Found Prop. ()	Recovered Goods ()	
Name of Owner	Address			
Description of Property:				
Number of Pieces:				
Officer:	Date	Hour		

FORM 13 PROPERTY RECORD (8"x8")

(The Property Record measures 8"x5"; the Property Index card, 5"x3"; the tag, 3"x3".)

the property delivers it to any one of several persons, depending upon the procedure established in the department. In spite of the differences in procedure in handling, routing, and storing such property the fundamentals are alike, and the same fundamental records are needed in all systems.

The Property Record

A property record, such as Form 13, used in conjunction with a ledger record establishes the chain of possession and fixes responsibility for the care of property. The record consists of three parts: an 8"x5" tag to be

filed with the case, a 5"x3" property index card, and a tag 3"x3" to be attached to the property.

The property record is used whenever the department receives property of any kind except property that it owns and prisoner's property of a size to fit into a prisoner's property envelope. The property record or tag is filled in completely by the officer who brings in the property. He delivers the property with the entire tag intact to the person designated to receive it, and at the time of delivery enters in a ledger kept for this purpose a brief description of the property, the tag number, and his initials. The property, with the tag attached by string or wire (rubber bands are not to be used), is retained in the possession of the person receiving it until he is relieved. At that time, the relieving officer checks the property he receives against the entries in the ledger and signs his name immediately below the last entry as evidence that he has received the property listed above. A like procedure is followed in case of other changes in custody until the property clerk reports for duty and takes possession of all of the property on hand, checking it against the entries and signing the ledger in acknowledgment of receipt.

A single property record is used for all property on a case turned in at any one time, regardless of the number of pieces. If there is more than one piece or bundle, the property record, on which the number of pieces is indicated, is attached to one piece and the others are marked by shipping tags bearing the property record number.

The property clerk stores the property, noting the bin number on all three sections of the tag. He sends the 8"x5" property record to the records division where it is filed with the case. The 5"x3" property index is filed according to the tag number or according to class or description. This file serves as an inventory of the property on hand. The name of the owner is indexed in the records division so that the property may be readily located if the name is known. Index cards on found property whose ownership has not been established are made for the stolen property, the number, and the inscription files in order that attention may be called to the possession of the property should the article be reported lost or stolen at a later date. Index cards and files are described and their use explained in Chapter 8.

(See pages 176-194.)

Physical Evidence

The possible need of establishing in court the chain of possession of physical evidence by the testimony of each person who at any time may have had custody of it necessitates special attention to this type of property, especially that intended for the police laboratory. It is desirable that as few persons as possible should have had possession of any piece of evidence. There is then less chance that the property may be lost, damaged by careless handling, or altered by willful tampering; fewer persons are subjected to

the inconvenience and loss of time involved in a court appearance; and there is less chance that doubt regarding the authenticity of the evidence will be raised in the minds of the jury.

Physical evidence for the police laboratory may be given directly into the custody of the laboratory technician by the officer who first gains possession of it by placing the property in one of a series of lockers or cabinets equipped with a lock, such as a padlock, which may be snapped shut. Once a cabinet has property locked in it, it cannot be used for additional evidence until emptied by the laboratory technician, who possesses the only key. Consequently a sufficient number of lockers of a suitable variety of sizes must be provided to accommodate all evidence which may be brought in over night, or over a weekend in the event the laboratory staff is off duty on Sunday. Fewer lockers are required in departments which assign the responsibility of handling physical evidence to one or more special investigators¹⁷ on each shift. Each special investigator may be assigned, for his exclusive use, a locker with an individual key, a duplicate of which is in the possession of the laboratory technician.

A property record is prepared by the officer who gains possession of any physical evidence which deserves laboratory examination, and is placed with the evidence in the cabinet. The property record is handled by the laboratory technician in the same way that it is handled by the property clerk.

The Custody of Automobiles

The custody of automobiles constitutes a special problem. Police departments are sometimes accused of picking up automobiles left on the street and holding them for a reward or for an unnecessarily long time in order to run up storage charges, and they are even accused of trying to steal them. An inadvertent error on the part of the police which results in informing a citizen that they do not have possession of his automobile, when in fact they do, may serve to confirm these suspicions in the public mind. The police must therefore exercise great care in controlling automobiles in their custody. The procedure outlined is intended to minimize the chance of oversight or error in the control of automobiles.

Automobiles in police custody may be stored either in the police garage or in a public garage. Receipt of the vehicle by the garage is indicated by filling in a tag or a receipt, such as Form 14, which controls the automobile while in the garage, i.e., it is not released except on presentation of this tag or receipt. The form has spaces for entering the motor and license number of the vehicle, the name of the registered owner, the date the car is taken in possession and the location, and the name of the officer. This receipt is obtained by the officer delivering the vehicle to the garage authority, usually the operator of the tow car that brings the car from the street into the garage.

¹⁷Don J. Finney, "Police Duties at Crime Scenes," *Journal of Criminal Law and Criminology*, July-August, September-October, 1936, pp. 231-48; 412-41.

The officer delivers the car receipt to headquarters as though it were the vehicle itself, using a property record card and making an entry in the ledger. The property clerk makes a salmon colored index card (see page 190) in duplicate, the original (auto reference card, Form 47j) for the stolen car file and the duplicate for the detective assigned to automobile thefts, and then files the car receipts.

RECEIPT FOR CAR				CASE NO.
Owner's name				
Received at (location)				
Date	Hour	A.M. P.M. Officer		
Make	Type	Year model		
Motor No.	License No.			
Accessories				
..				
To be stored at		Garage, Address		
Towed in by		Address		
Received by				

(Front)

Condition
Circumstances
<p>This car to be delivered to</p> <p>Signature of party to whom car is to be released on payment of all charges against same.</p> <p>Date</p> <p>By Property Clerk</p>

(Reverse)

POLICE RECORDS

On receipt of this card, the detective personally checks the motor number of the vehicle and reports any error. He then checks the automobile against his list of local stolen cars to determine whether it has been reported stolen. This procedure is double checked when the original salmon colored card is filed in the stolen car file.

The property clerk inspects his file of car receipts each day, and every seven days he prepares a report in duplicate on each car still in his possession. The original he sends to the follow-up officer as a double check against this officer inadvertently overlooking possession of the car by the department. The duplicate is filed with the car receipt as evidence that he has sent the report to the follow-up officer.

Personal property in an automobile placed in storage by the police is delivered to headquarters and is handled as any other property so delivered. A notation is made on the automobile tag in order to inform the property clerk of the other property when he releases the car. The two property record cards are stapled together in the case.

Release of Property

No property should be released from the possession of the police without obtaining a receipt. The release of property involves the following steps: (1) the approval of the release by someone in authority, (2) the identification of the property by the property clerk, (3) the identification of the person to whom the property is to be released; (4) an acknowledgment of receipt of the property; (5) a notation of the circumstances which lead

Date	RECEIPT FOR PROPERTY CASE NO.		
	DESCRIPTION OF PROPERTY TO BE RELEASED		
Tag No.	Bin No.	Value \$	
Release to		Address	
Released by	Prop. Clk. Date	Officer ordering release	
Above-described property received. Signature			
CIRCUMSTANCES OF RELEASE			

to the release. These requirements are met through the use of a combination order for release and receipt for property, such as Form 15. The officer ordering the release identifies the property by listing the case, tag, and bin numbers and entering a description of the property; he requires the person to whom the property is to be released to sign his name and address in the spaces indicated in order that the property clerk may identify him by his signature when he signs for receiving the property. The property clerk indicates that the property has been released by signing his name and the date and he then forwards the receipt to the records division to be filed with the case. He refiles the property index card in a dead file.

AUXILIARY REPORTS

Correspondence, photographs, and polygraph and laboratory reports are examples of other records which relate to cases being investigated. These records must be brought to the attention of the investigating officers and preserved by filing with all other material pertinent to the case.

Correspondence

All correspondence relating to the case bears the case number, and the original incoming letters and copies of outgoing correspondence are filed with the case. Department letterheads should provide a space for the case number in the upper right corner. Incoming correspondence should be initialed by the officer assigned to the case as an indication that he has noted its contents. The filing of correspondence which does not relate to cases is described on pages 171-172.

Photographs

A careful examination of the scene of crimes and accidents should be made in order to discover and record any evidence that may be useful in the solution of the case. Photography is an important means of recording evidence. The skid marks of automobiles, indentations on a car body, and other evidences of the point of impact and the path of travel are photographed at scenes of accidents. Photographs record the crime scene more accurately than can word descriptions; sometimes they reveal physical evidence that was overlooked by the investigating officers. Physical evidence found at the scene of a crime usually should be photographed before it is picked up or examined. Latent fingerprints, footprints, and tire marks are also photographed.

The negatives and prints of photographs are filed with the case in a suitable manila envelope,¹⁸ and the photographer marks the print for future

¹⁸Some departments do not file the negative with the case but establish a negative file in the laboratory in which all negatives relating to cases are arranged according to case number. The establishment of a separate negative file has the advantage of providing a safeguard against the loss of both print and negative.

identification. The most desirable marking is with a perforation stamp which permits the stamping of the negative itself, but care must be taken not to destroy any bit of evidence recorded on the negative. The cost, however, makes the use of this stamp inadvisable for any but the large departments, and for all ordinary purposes a rubber stamp suffices. The stamp bears the name of the police department and a space for writing in the case number. The photographer stamps the envelope which encloses the prints and negatives as well as the back of each print. The envelope is routed through the investigating officer for inspection; his initials indicate that he has examined the contents. A copy of photographs of latent fingerprints is sent to the fingerprint clerk.

Daily Polygraph Report

Polygraph reports are useful in summarizing and supervising the work of the operator of the polygraph (lie detector). They are prepared daily and provide a summary of cases examined. They are initialed by the commanding officer of the division before they are filed in the records office. The operator also submits the results of his individual examinations in duplicate on a regular investigation report. The original is filed with the case and the duplicate with the division which requested the service.

Polygram Envelope

A polygram envelope serves two purposes. (A manila envelope eight inches wide and five inches high, opening at the end and printed on the

Name	Date	Polygraph examination No.	
Address	Age	Sex	CASE NO.
Crime charged			
Police record			
Questioned before examination			
Questioned on polygraph			
Confession following polygraph			
Other crimes admitted			
Property recovered			
Subject reaction			
Remarks			
		Pleaded guilty:	Same Less
		Result of trial	
Operator			

FORM 16. OUTSIDE OF POLYGRAM ENVELOPE (8"x5")

face with spaces for inserting information, as shown in Form 16, is suitable.) It is useful for protecting and filing the polygram and it facilitates the preparation of a monthly summary. The information recorded on the outside of the polygram envelope parallels the information contained in the monthly report. (See Table 23, Appendix D.) The summary is made merely by tabulating the facts listed on the outside of each envelope for the current month.

Polygrams on the same person and on the same case are filed together in a polygram envelope in the polygraph operator's quarters according to the case number. There is no object in filing the polygram with the case because its interpretation may not be left to officers inexperienced in such work. It is also desirable to have the polygrams filed together for future reference and research.

Laboratory Report on the Examination of Evidence

Police departments which have a crime laboratory and the full-time services of a laboratory technician find some special forms useful in reporting the results of laboratory examinations, in supervising the technician, and in summarizing his work. Physical evidence found at the scene of a crime is sent to the police laboratory for examination. Following examination, the technician prepares a laboratory report, such as Form 17. A report submitted by the department's technician or by another laboratory is inspected by the investigating officer, usually a detective, and should bear his initials before being filed with the case. In addition, the laboratory technician maintains a ledger in which he enters a description of all evidence that he has examined, the nature of the examination, and the results obtained. This ledger is used in summarizing the data for the monthly report.

A daily laboratory report, in which is recorded the time spent in examining physical evidence and performing other routine duties, may be used in supervising the work of the laboratory technician. The report is submitted at the end of each tour of duty to the commanding officer of the division who initials and forwards it to the records office for filing in the daily laboratory file.

THE CASE

All the reports and other data relating to a single case are filed together in a case file. Some cases in their completed form will consist of nothing more than the case sheet and an investigation report which disposes of the case on the day it originated. Others involve investigations that run for days, and in some instances months, during which time investigation reports and many of the forms that have been discussed will be submitted. As these reports are received by the records division, they will be subjected to four procedures:

1. *Hook-up.* Each report or other paper relating to the case is attached

LABORATORY REPORT ON EXAMINATION OF EVIDENCE

Victim

Date

CASE NO.

Description of evidence.

Identifying marks:

Condition of evidence:

Properly handled? Explain.

Results of examination: Negative

Positive

EXAMINATIONS MADE

DATE

Firearm: Yes

No

Test bullet: Yes

No

Shell case: Yes

No

Compared with

Identified: Yes

No

Numbers: Legible

Not legible

Treatment: Acid

Heat

Results

Identified as

Latent Prints: Yes

No

Legible

Not legible

Treatment: Powder

Silver nitrate

Iodine

Other

Photographed

Lifted

Microscope: Yes

No

Foreign substance found

Kind

Photographed: Yes

No

Retained: Yes

No

Light test: Ultra-violet: Yes

No

Results

Casts: Yes

No

Identified as

Chemical analysis: Negative

Positive

Poisons

Rat tested: Yes

No

Results

Chemically tested: Yes

No

Identified as

Blood tested: Yes

No

Results: Negative

Positive

Human

Animal

Diphenylamine test for nitrates: Yes

No

Negative

Positive

Other analyses made:

Results

(Signed)

Attention Officer

Date

Hour

to the case sheet in the order of its receipt. This process of sorting the various records relating to cases and attaching them to their proper case sheets is known as "hooking up." Items attached are numbered in sequence by the clerk in the upper left corner, so that they may be kept in regular order.

2. *Index.* Each item as it is attached to the case is inspected for the names of persons and the numbers, monograms, and other descriptions of stolen and lost property, which are indexed. A failure to index such data limits the value of police records.

3. *Follow-up.* Before the case is filed it is inspected by a follow-up officer in order to determine whether it has been disposed of. In the event it has not, a follow-up card is made in order to assure future inspection.

4. *File.* In a very small department the case may be held in a pending file until finally disposed of. Usually, however, it will be placed immediately in its permanent file, from which it is withdrawn by the follow-up officer and others for purposes of inspection. The case is not placed in the case file, however, until the case sheet is stamped "Indexed" by the index or hook-up clerk and until it bears the follow-up officer's stamp.

These four procedures will be discussed more fully in Chapter 8.

The Case File

The cases are filed according to case number and without regard to classification. It is advisable, in order to conserve space, to have only enough case file cabinets in the main records office to accommodate the cases for the past two years. Inexpensive transfer cases or cartons, kept in a conveniently located storage room for old records, may be used for filing older cases.

All filing cabinets used for cases should be of the same make in order that the drawers may be interchanged. Pending filing by the one clerk who is assigned this responsibility, "cases out of file," arranged in the order of their case numbers, are placed in the top drawer of the cabinet nearest the information counter. New cases which have not yet been indexed or inspected by the follow-up officers are also kept in this drawer. The drawer immediately below this one is used for the current cases which have been indexed and inspected and which are arranged in numerical order, with the most recent number placed at the front of the file. As this drawer is filled, the last drawer in the last file (the one containing the oldest cases in the records office) is removed and the contents placed in storage. The drawer next above it is then inserted in its place, and each drawer (except the first which remains stationary) is in turn moved one space down in the cabinets until the drawer containing the current indexed cases is lowered into position one drawer space removed from the first drawer. The empty drawer, which contained the old cases which were put in storage, is then placed in position just below the "out-of-file" drawer, to receive the current cases as indexed and inspected.

SPECIAL SERVICE REPORT

Beat No. _____ Date _____ A.M. _____ P.M. _____
 Location _____ Hour _____ Officer _____ A.M. _____ P.M. _____
 _____ Date _____ Hour _____

TO RECORDS DIVISION:

Please notify the proper agency of the condition checked ☐ The proper agency was notified by beat officer ☐

BUILDING DEPARTMENT:

No Permit: Signs ☐ Construction ☐ Moving structure ☐ Tents ☐ Wrecking building ☐ Dust-producing material not wet down ☐ Awning interferes with pedestrians ☐ Signs: Illegal ☐ Dangerous ☐ No permit ☐ In parking ☐ In "AB" residence districts ☐ Rag sign over public property ☐ Swinging sign ☐ Moving Building: No permit ☐ Permit not signed by: Bldg. Insp. ☐ Park Director ☐ City Eng. ☐ Supt. of Streets ☐ In congested area ☐ Pavement damaged ☐ Stakes in pavement ☐ Improper barricade ☐ Improper warning signs ☐ Improper lighting ☐ Fire Escape: Defective ☐ Dangerous ☐ Blocked ☐ No exit light ☐ Public Assembly Exits: Locked ☐ Swing in ☐ Rooming House: Rope: Defective ☐ Absent ☐ Improperly secured ☐ No fire extinguisher ☐ Inside room ☐ No vent gas stove ☐ Only one exit ☐ Construction: Street ☐ Sidewalk ☐ Curb ☐ Is damaged ☐ Blocked ☐ Improper: Barricade ☐ Warning ☐ Lighting ☐

FIRE DEPARTMENT:

Gasoline stored ☐ Defective tank trucks* ☐ Fire hazard (list details) ☐

HEALTH DEPARTMENT:

Duct emits fumes, dust, waste, grease ☐ Food: Not protected ☐ Displayed outside ☐ Trash spilled in hauling* ☐ Garbage Wagon*: Leaking ☐ Spilling ☐ Not covered ☐ Dead Animals Transported*: Uncovers ☐ Daytime ☐ Huckster* with wares uncovered ☐ Dumping: Trash ☐ Vegetable matter ☐ Sewer stopped up on private property ☐ Unsanitary conditions ☐ Scrub water on sidewalk or street ☐ Stock: Hogs ☐ Billy goats ☐ Other stock in viol. ☐ Milk trucks not marked ☐ Weeds a hazard ☐

PARK DEPARTMENT:

Trees: Down ☐ Dangerous ☐ Need attention ☐ Low branches ☐ Branches fallen ☐ Damage to parking ☐ Cars on parking ☐ Children playing games on school lawns ☐

STREET DEPARTMENT: Defective street ☐ Dangerous ☐ Paving ☐ Curb ☐ Sidewalk ☐ Sewer ☐ Hazard ☐

Front

FINANCE DEPARTMENT:

New business ☐ Hand bills or samples: in cars ☐ to pedestrians ☐ No License: Hucksters* ☐ Canvassers ☐ Distributors (samples, handbills, etc.) ☐ Vending machines ☐ Produce truck checked* (list action taken) ☐.

DESICCATING COMPANY: Dead animal (list type)

HUMANE SOCIETY: Animal mistreated ☐ Pick up animal ☐.

ELECTRIC COMPANY: Street lights out ☐ Dangerous: Wires ☐ Poles ☐

GAS COMPANY: Leaks ☐ Miscellaneous ☐.

WATER COMPANY: Leaking: Main ☐ Fire Hydrant ☐ Valve box, meter box protrudes ☐.

MISCELLANEOUS:

Sweeping walk after hours ☐ Washing windows after hours ☐ Assistance to citizen (list nature) ☐.

TRAFFIC: Hazards ☐ J.T.P. needs instruction ☐ R.R. wigwag defective ☐.

CRIME PREVENTION DIVISION: Juveniles need attention ☐ Home conditions should be investigated ☐.

MAINTENANCE: Signs, signals, markings need attention (list under details) ☐.

DETAILS:

PERSON RESPONSIBLE:

ACTION TAKEN BY BEAT OFFICER:

***LIST INFORMATION ON VEHICLE:**

License	Owner	Address	
Driver	Chaufeur's license	Address	Hour
Telephone notice to	of above agency.	Records Clerk	Date

(Reverse)

RECORDS OF MISCELLANEOUS SERVICES

Police departments perform a variety of services which do not relate to recorded complaints. Some of these must be recorded if a follow-up control is to be exercised. The nature of others makes necessary the use of some special records.

Special Service Reports

Many incidents observed by officers on patrol are of interest to other police units, to other city departments, or to utility and other private or semiprivate organizations and should be reported. A special service report, such as Form 18, properly filled in, assures notice to the interested agency. It also serves as a reminder to the patrol officer that he should be alert for any of the conditions listed on the form.

A patrol officer, upon discovering an irregularity which is listed on the special service report, fills in the report and takes such immediate action as conditions dictate. When possible, he notifies the interested agency by telephone at the time. At night, however, many of the agencies involved will be closed; in such cases the officer indicates on the form that the records clerk is to notify the agency. He checks the condition on the report, lists the pertinent information, notes the action he has taken, and sends the report to the records division at the end of his tour of duty. A clerk telephones the information to the proper agency and places the report in a file under the name of the patrol officer. It is not deemed necessary to follow up on such reports, nor advisable when they involve some other city department.

Store Reports

Store reports, such as Form 19, serve a number of purposes. (1) They cause the patrol officer to make periodic contacts with businessmen on their beat. Policemen are sometimes diffident about making such contacts, yet good public relations demand that the businessmen of the community be acquainted with the police. (2) They assure a periodic inspection of every commercial establishment in the city for the purpose of detecting and causing to be corrected such police hazards as improperly secured or barred doors, windows, and skylights; improper or inadequate interior and exterior lighting; safes and other valuables in a position where the patrolman is unable to see them easily from a window; and improper handling of cash, either when left on the premises at night or when being transported to a bank for deposit. (3) They provide the residence addresses and telephone numbers of the proprietor and his assistant for emergency use.

Store reports on each commercial building newly occupied are prepared by patrolmen on the evening tour of duty. They are initialed by the commanding officer before being forwarded to the records division for filing,

STORE REPORT

Store name	Address	Beat
Manager	Res. add.	Phone
Aest. mgr.	Res. add.	Phone
Doors: adequate modern locks: front (Yes) (No) ; rear (Yes) (No) ; side (Yes) (No) ; adequate bars, grates, fastenings (Yes) (No). Windows: inadequate bars or grates: location		
Roof entry: none; adequately secured; inadequately secured; accessible; inaccessible		
Can officer easily reach all entrances without climbing fences, etc.?		
Is back yard lighted at night? (Yes) (No). Are blinds or shades raised so officer can see inside? (Yes) (No)		
Safe: none; easily visible; poorly visible; concealed. Night light: none; over safe; not over safe.		
Night watchman: none; private patrol; full time (name)		
Precautions taken against hold-up		
Alarm system employed		
Other protective devices		
Did you make personal investigation of points covered? (Yes) (No). Kind of store		
Suggestions made: Doors		
Windows	Roof	
Safe	Night light	
List any miscellaneous suggestions on reverse	Officer	Hour
Will your suggestions be followed? (Yes) (No) (Doubtful). Date		

FORM 19 STORE REPORT (8"x5")

but not until recommendations made by the officer to the proprietor are followed. In the event the proprietor is unwilling to comply with the recommendations, the store report is referred to the patrol sergeant who discusses the matter with the merchant. If the proprietor fails to comply with the sergeant's request, notation is made on the reverse of the store report and it is forwarded to the records division.

Store reports are filed according to street number under the names of streets arranged alphabetically. The store report file is kept in a location convenient to the dispatcher, in order that he may use information regarding the proprietor or his assistants in case of emergency regardless of the hour.

Store reports are continuously checked for current information in order to provide contacts with the merchant and a frequent check on the security of the establishment. The check on store reports is made by the patrol officers on duty during the daytime. Each patrolman is given each day a sufficient number of reports on stores in his district so that each store may be checked every six months. He calls on the proprietor and makes the usual check of the premises, indicating the accomplishment of this act by initials and dates and recording on the reverse of the report any action taken. In the event he finds that the store is occupied by a new proprietor, he prepares a new store report.

At the end of his tour of duty, the store reports are forwarded to the records division where they are checked against a list of those issued. A paper clip is attached to each report returned as an indication that it has been checked, and it is then filed. When all of the store reports have paper clips attached, the inspection is complete, the paper clips are removed, and the process is begun again.

Vacation Home Reports

Many departments inspect homes left vacant while the occupants are out of town on vacation. This service does not include inspection of unoccupied houses for sale or for rent. Citizens appreciate this service, which thus, in addition to deterring crime, builds a sound relationship with the public. Departments usually inform their citizens of this service by newspaper notices, radio broadcasts, and department publications.

The preparation of a vacation home report, such as Form 20, is the responsibility of the complaint clerk. In the event the citizen notifies some other member of the department regarding his desire to have his home inspected by the police during his absence, information in sufficient detail to permit the preparation of the vacation home report is forwarded to the complaint clerk on a department memo.

The report is prepared in triplicate. One copy is filed by the follow-up officer under the date of expected return and the other two are placed in a file subdivided according to the beats on the two night shifts. This file is

VACATION HOME REPORT

Date of Departure	Return
Name	
Address	
Reported by	
Address	
Reported to	Date
In emergency, notify	
Address	
Forwarding address	
Checked with officer by sergeant	
Interviewed by sergeant, second platoon	

FORM 20 VACATION HOME REPORT (5"x3")

kept by the complaint clerk for his own convenience and that of the patrol sergeants. The information as to vacation homes is noted on the daily bulletin and patrol officers record in their notebooks the homes within their districts.

Bicycle and Property Registration

Bicycle registration, which cuts down the number of bicycles lost and stolen, may be voluntary or compulsory. Compulsory registration is usually supported by a license fee whereas voluntary registration is without cost to the owner. Bicycle registration provides an important contact with the children of the community, and affords an opportunity to provide instruction in safe riding practices.

Voluntary registration is urged by the police through the press, by radio, and at public meetings, and cards, such as Form 21, are distributed through the schools and bicycle dealers. Compulsory registration is accomplished by ordinance. On receipt of the registration card, an index card of distinctive color is made bearing the bicycle serial number. This card is filed in a number file. The bicycle registration card is filed in the general alphabetical index file under the name of the owner. If a bicycle is lost or stolen, the police have the number and description on file; in the event they pick up a bicycle, the ownership may be established by checking through the number file.

Cards for registering personal property identifiable by serial number or inscription serve a like purpose and are handled in the same way as bicycle

BICYCLE REGISTRATION					
Name	Last Name	First Name	Middle Initial	Age	
Print					
Address			Date		
School attended					
Parents name					
Make of bicycle					
Color			Size		
Serial number					
Bought from					
Boy's <input type="checkbox"/>	Girl's <input type="checkbox"/>	Tires. Balloon <input type="checkbox"/>	Single <input type="checkbox"/>	Original paint <input type="checkbox"/>	
Repaint <input type="checkbox"/>	Coaster brake <input type="checkbox"/>	Stiff hub <input type="checkbox"/>	Single bar <input type="checkbox"/>	Double bar <input type="checkbox"/>	
REGISTER YOUR BICYCLE					
This information will assist in its recovery if lost or stolen. The serial number must be included. Send this card to					
THE			POLICE DEPARTMENT		
(Name of City)					

FORM 21 BICYCLE REPORT (5"x3")

registration cards. Property registration cards are distributed at public meetings, and the public is informed of the service through the press and by radio.

License Control

Police departments are frequently required to investigate and examine applicants for certain types of licenses and to supervise the operations of licensed persons and places. These police duties are usually the responsibility of the police unit whose function corresponds most closely to the task. The procedure used in checking store reports may be adapted for use in assuring periodic inspection. The licenses are filed alphabetically unless they are for an established place of business (such as dance halls or liquor establishments), when they are filed geographically. In addition to the license file, provision is made for filing applications which have been rejected, and licenses which have been either revoked or suspended. The department should maintain separate files for each of these classes of licenses.

DEPARTMENTAL MEMOS

A departmental memorandum provides a convenient means for written communication between officers of the department regarding matters the reporting of which is not provided for on some other form. All orders and instructions, and most suggestions, requests, and items of information should be transmitted in writing rather than orally. A written report often prevents misunderstanding at the outset, and as a permanent record may be

referred to in the event of question or doubt. Memo pads are 8"x5", and the following heading is mimeographed or printed on each sheet:

MEMORANDUM

To:

Date:

From:

Some departments include at the bottom of the memo the notation: "An ORAL message wastes your time and the time of the other person. PUT IT IN WRITING."

The departmental memo is useful in supervising and controlling officers assigned to inspectional duties. The supervisor of dance halls may use them in the preparation of daily reports. This memo will show the hours spent in each place, the conditions found, and the action taken. Departmental memos are also useful in recording training data: scores made at target practice and in examinations, class attendance, and training given. The information contained in such reports is recorded in the personnel files and is regularly summarized.

Departmental memos are placed in the mail box of the unit for which they are intended. Upon receipt the officer to whom a memo is directed initials it to indicate he has noted its contents and places it in the records division mail box. In the records division memos are arranged in a file in chronological order behind the names of the officers who wrote them. A follow-up control over departmental memos prepared by commanding officers may be provided by forwarding a duplicate copy to the follow-up officer or to a secretary. If at the end of a reasonable time an inspection of the departmental memo files reveals that the original has not been properly disposed of, the duplicate is referred to the writer.

Department memos may be used for purposes that justify filing according to subject matter. These reports are identified by descriptive words in the upper left corner. For example, when it is desired to include a note on the daily bulletin for the information of the rest of the force but of insufficient importance to justify a general or special order, a report is prepared on a department memo form. It may be prepared by any officer, but it must be initialed by a commanding officer as a mark of his approval before being run on the daily bulletin. Such memos are arranged chronologically in a separate records office file.

Whenever a speech is made by a member of the department a note indicating the subject matter, the place or group addressed, and the date is made on a departmental memo which is then filed under the name of the officer giving the address. A visitor's report on a memo form is used by departments whose public relations program includes invitations to visit police headquarters. These reports are prepared by the officers who serve as guides, and are filed in chronological order without reference to the names of the officers submitting them.

POLICE RECORDS
CHARGE-OUT SLIPS

A charge-out slip (of the same dimensions as the case sheet and with columns for: date delivered, delivered to, and date returned) is used as a receipt for a case or any number of items (such as a warrant) from a case. It is filed in place of the case or the item of the case; on the return of the record, it remains in the file as a permanent record of the transaction.

Blank or printed cards 5"x3" in size may be used as charge-out slips for all other records. They are filed in a separate drawer and are destroyed as the records are returned. Frequent check of the slips on file against the records listed is necessary to keep the file properly cleared.

4

RECORDS RELATING TO PERSONS ARRESTED

ARREST of the criminal may clear the case, but police responsibility by no means ends there. Apprehension imposes additional duties, the performance of which is facilitated by a system of records which relate specifically to persons arrested. Records procedures aid in the control of the prisoner and his property and assure a check on his identity and on his appearance in court.

By registering information regarding the person arrested, the nature of the charge, and the circumstances of the arrest and release, arrest records answer such pertinent questions as who was arrested; when, where, and why the person was arrested; what officer made the arrest; and how the arrest was made. They provide a control over the custody of the prisoner by assuring an entry on the daily bulletin so that all officers may know of the arrest; a notice to the court clerk regarding the charge and the trial date; adequate control over the privileges of bail and communication with outside persons pending investigation; reinstatement of these privileges at the conclusion of the investigation or when the need for restrictions has ended; knowledge of and information concerning persons in jail; a search of police records, before release, in order to determine if the prisoner is wanted; and release only by authorized persons.

Records relating to the arrested person also accomplish other purposes. The prosecutor is provided with information useful to him; the time actually served by convicted prisoners is established; in the event of injury to a prisoner, information regarding the circumstances, extent, and treatment is provided; in some instances records result in notification to the health department regarding cases of suspected venereal infection; a record is made of the prisoner's property and a receipt is given to him; control is exercised over cash fines and bail accepted by the police. While these operations are essential in small as well as large departments, the use of special forms is imperative in only the larger ones.

RECORDING THE ARREST

Information regarding the offender, the charge, and the circumstances of arrest is recorded before the prisoner is locked in jail or released on bond. The act of recording these items is called "booking" the prisoner, and in

RECORD OF ARREST				CASE NO.
Name		Alien Nativity Race Sex Age		
Address		Platoon	Beat	
Date and hour of arrest		Where arrested		
Length of time in County		Single <input type="checkbox"/> Married <input type="checkbox"/> Widowed <input type="checkbox"/> Divorced <input type="checkbox"/>		
Occupation		Has pri-oner been drinking? Yes <input type="checkbox"/> No <input type="checkbox"/>		
Charge				
Arrested by		Sight <input type="checkbox"/> Warrant <input type="checkbox"/> Other authority <input type="checkbox"/>		
Booked by		Trial date		
Entered on daily bulletin by		Date and hour		
General index searched by		Reported to		
Previous record <input type="checkbox"/> Traffic <input type="checkbox"/> Wanted <input type="checkbox"/> Not wanted <input type="checkbox"/> Questionable <input type="checkbox"/>		F P. file searched by		
Fingerprinted by		Rptd. to		
Previous fingerprint record <input type="checkbox"/> Wanted <input type="checkbox"/> Not wanted <input type="checkbox"/> Questionable <input type="checkbox"/>				
Circumstances of release				
Release authorized by				
Court clerk notified of change of charge by Ph. <input type="checkbox"/> Notice <input type="checkbox"/> By		Date and hour		
Court clerk notified of trial date by Ph. <input type="checkbox"/> Notice <input type="checkbox"/> By		Date and hour		
Disposition		Date disposed of		
<div style="display: flex; justify-content: space-between;"> <div style="width: 60%;"> <p>In case of change of charge or trial date booking officer shall notify court clerk by phone and notice (or by notice only if time permits) unless disposition sheet is still at desk in which case change may be noted thereon further notification then being unnecessary. At one hour before court session booking officer shall determine that clerk has all necessary disposition sheets.</p> <p>Release may be authorized by booking officer except where fingerprints have not been taken when necessary or where search indicates prisoner is wanted or there is question of his being wanted in which cases release must be authorized by commanding officer. Except in questionable cases F.P. file need not be searched. General index file must be searched before release.</p> </div> <div style="width: 35%; text-align: center;"> <div style="border: 1px solid black; width: 40px; height: 40px; margin: 0 auto; border-radius: 50%;"></div> <div style="border: 1px solid black; width: 40px; height: 40px; margin: 0 auto; border-radius: 50%;"></div> </div> </div>				
				ARREST No.

this manual the person who performs this task is called the "booking officer," regardless of his other duties.

The booking information is recorded in one of two ways: in a bound book called a blotter, or on an individual card or sheet for each prisoner. An individual record of arrest card or sheet, such as Form 22, has a number of advantages. In the first place, it may be typed, and is thus more legible. Second, a duplicate copy may be made to provide information to the court clerk for the preparation of his docket and to the records division on the disposition of the case. Third, maximum flexibility is obtained. The arrest card may be sent to the records office for a check to ascertain if the subject is wanted. It may be filed in a jail file so long as the subject is in custody, and thus serve as a jail register. Following release from jail, the record of arrest may be placed in a pending file in the records office until the end of the month, when it may be used in tabulating information for the monthly report.

In preparing the arrest record it is important that the full name of the prisoner be entered, although it is sometimes difficult to obtain. The prisoner may be in an antagonistic mood because of drink or resentment and it may be necessary to obtain information regarding his identity from his personal effects.

The arrest record bears an arrest number. The number series for arrests starts on the first day of the year and runs consecutively and continuously to the end of the year, at which time a new series starting with number one is inaugurated. A numbering machine is used for inserting the arrest number on the arrest form for the same reasons that such a stamp is used in recording the number on the case sheet. To avoid confusing the two machines, handles and inks of distinctive color should be used. The use of a numbering machine for arrest records is preferable to having the forms numbered consecutively at the time of printing, since some forms will be destroyed in the process of preparation, some will become soiled and otherwise damaged, and requests for sample forms will disrupt the number sequence. When a numbering machine is used, the number of the last form is the number of arrests made for the year to date.

The record of arrest card has holes punched near the bottom for binding together by month, to assure a chronological file of arrests with a minimum chance of loss.

Information to Be Recorded

The following are essential data to be entered on a record of arrest form: (1) the full name and address of the person arrested; (2) the date and hour of arrest; (3) the place of arrest; (4) the reason of arrest—the charge made against the offender—space being provided for additions to or modifications of the original charge so that the formal charge may be inserted at the conclusion of the investigation; (5) the name of the officer making the

arrest; (6) the manner in which the arrest was made—on sight, by warrant, or by what other authority; (7) the circumstances of release or delivery—who authorized it, the date and hour, and to whom delivered if to another authority; (8) the arrest number; and (9) the case number.

In addition to these essential facts, the arrest record should contain space for a number of additional items of information: (1) sociological and identifying information: nativity, race, sex, age, length of time in the county, the state, and the United States, marital status, and occupation;¹ (2) information regarding the condition of the prisoner, especially as to whether he has been drinking; (3) the name of the officer who booked the prisoner and the name of the officer who entered information regarding the arrest on the daily bulletin; (4) information regarding any previous record, indicating (a) that a search has been made of the general index file, the nature of the previous record discovered, and to whom reported and (b) who fingerprinted the subject, who searched the fingerprint file, the nature of the previous record found there, and to whom reported; and (5) the fact that the court clerk has been notified of any change of charge and of the trial date, whether he was notified by telephone or by written report, who notified him, and the date and hour of these notifications.

Routing and Filing the Record

Immediately on preparation of the record of arrest, three things are done. First, the arrest record is sent to the complaint clerk for the preparation of a case in the event of arrests on sight where no previous case exists. Second, the arrest record is then sent to the records office for a search of the general alphabetical index file in order to determine if the prisoner is wanted on some other case. Notations of the finding are made on the record, and in the event the prisoner is wanted the clerk who makes the search notifies the booking officer of that fact. Third, the arrest record is then placed in the jail file. When the fingerprint file has been searched, entries are made to indicate whether the prisoner has a previous fingerprint record and whether he is wanted.

The jail file of arrest records, arranged alphabetically, serves as a jail register. Information regarding any prisoner in custody is thus immediately available. The file is kept at the booking counter or other location convenient for examination when inquiries are made. It is under the direct supervision of the booking officer in order that changes in the charge and other entries regarding the control of the prisoner may be made and in order that the file may be cleared when the prisoner is released.

Immediately on release of the prisoner, either by the police or by the court, the arrest record is forwarded to the records division where it is filed accord-

¹Frequently, some identifying description of the prisoner is included in the record of arrest, such as: height, weight, build, complexion, hair color, eye color, and, in some departments, the print of a designated finger. However, experience does not show that such identifying information is essential.

NOTICE OF ARREST AND DISPOSITION				CASE NO.
DOCKET NO.		Name	Address	Date and hour of arrest
		Length of time in County	Occupation	Charge
		State	US	Beat
		Alien <input type="checkbox"/> Nativity <input type="checkbox"/> Race <input type="checkbox"/> Sex <input type="checkbox"/> Age <input type="checkbox"/> Platoon <input type="checkbox"/> Where arrested <input type="checkbox"/>		
		Single <input type="checkbox"/> Married <input type="checkbox"/> Widowed <input type="checkbox"/> Divorced <input type="checkbox"/> Has prisoner been drinking? Yes <input type="checkbox"/> No <input type="checkbox"/>		
		Sight <input type="checkbox"/> Warrant <input type="checkbox"/> Other authority <input type="checkbox"/> Trial date <input type="checkbox"/>		
		Date <input type="checkbox"/> (Months) <input type="checkbox"/> (Days) <input type="checkbox"/> Confinement <input type="checkbox"/>		
		Arrested by <input type="checkbox"/> Booked by <input type="checkbox"/>		
		Plea: Guilty <input type="checkbox"/> Not guilty <input type="checkbox"/> Date of commitment <input type="checkbox"/>		
		Finding of court: Guilty <input type="checkbox"/> Not guilty <input type="checkbox"/> Dismissed <input type="checkbox"/>		
		Sentence: Fine \$ <input type="checkbox"/> Costs \$ <input type="checkbox"/> and <input type="checkbox"/>		
		Conditions of release: <input type="checkbox"/>		
		Remarks: <input type="checkbox"/>		
		Previous record: Attached <input type="checkbox"/> None <input type="checkbox"/> Signed by records clerk <input type="checkbox"/>		
		Entered on record of arrest by <input type="checkbox"/>		
		Indexed by <input type="checkbox"/> Entered on FBI Disp. sheet by <input type="checkbox"/>		
		Arrest No. <input type="checkbox"/>		

This sheet shall be given to the court clerk who will make up and keep the record and send with all similar sheets on subjects scheduled for next session of court to records division where it will be noted. He will take all such sheets with previous records attached to police court at place as called for will place this sheet with record on the bench. As judge enters disposition on docket clerk will enter disposition on this sheet and deliver to bailiff for records division. If case is continued this sheet will be kept by clerk and any records returned to bailiff. When case next comes up this sheet will again be noted to records division for previous records and the procedure repeated.

ing to arrest number in a pending file. After the tabulations for the monthly report have been made, the arrest records are placed in the record of arrest file; when the records for a month are complete, they are bound together to prevent loss.

RECORDS ON POLICE COURT CASES

Provision must be made for obtaining and recording the court disposition of each arrest. When the record of arrest is sent to the records office, it shows the circumstances of release of the prisoner from jail but not the court disposition, because usually the case will not yet have been tried.

The procedure that will be used to record the court disposition will vary according to the court in which the case is tried. Most of the prisoners arrested by the municipal police are charged with the violation of city ordinances and are tried in a municipal police court. Those charged with the violation of state and federal laws are usually held in the city jail pending the issuance of a warrant, after which they are placed in the county jail pending trial in some other court. Some prisoners are held by the municipal police for the authorities of another jurisdiction. A combination of these circumstances may prevail in some cases.

Notice of Arrest and Disposition

In police court cases information must be provided for the preparation of the court docket, the disposition of the cases in court must be recorded for notice to the police department, and information regarding the dispositions must be tabulated for the monthly report. Disposition sheets, such as Form 23, accomplish these three purposes. They are not needed in the small department where the police and the court are so closely coordinated that the information for the court docket may be obtained from the jail file and the court disposition may be entered directly on the record of arrest.

The disposition sheet is sent immediately² by the booking officer to the court clerk who prepares his docket from it.³ He then places the disposition sheet in the docket and on the day the case is scheduled for trial sends it with the sheets of all other cases scheduled for that day to the records division for the previous record of the defendant.⁴ When the case is disposed of in court, the court clerk enters the disposition on the sheet and forwards it to the records office. There it is placed in a pending file after the disposition has been entered on the record of arrest, and on the arrest index card. (Page 187.) (Operations VI C and D, Appendix C.) At the end of the month the disposition sheets are used in tabulating information for the

²The disposition sheet is not sent immediately in the case of prisoners held for investigation or internment. (See pages 104-109.)

³The content of the upper part of the disposition sheet corresponds to the record of arrest; it is made as a duplicate of the arrest card at the time of booking the prisoner.

⁴In large departments a daily court list is sent to the records office instead of the disposition sheets.

monthly report (Table 7, Appendix D), as explained on page 209, and they are then filed with their respective cases.

Notice to Court Clerk

After the police court notice of arrest has been forwarded, the court clerk under certain circumstances may need to be given additional information.

(1) The prisoner may be released without prosecution; (2) he may be hospitalized, necessitating a postponement of the trial; (3) he may be released to some other authority; (4) delay may be caused by action of the health department; (5) the prisoner may be held for investigation; (6) there may be a modification of the charge; or (7) a change may be made in the trial date. A notice, such as Form 24, is useful in forwarding this information.*

The notice to the court clerk is executed by the booking officer whenever he receives information which alters the booking of the prisoner. Since the booking officer has custody of the records of arrest, any changes in booking clear through him. Notification to the court clerk by telephone is necessary when the time is short in order that the docket may be corrected in time for court, but even though the information is telephoned the notice is executed and forwarded so that the record may be complete. On receipt of the notice, the court clerk makes the proper notation in his docket and staples the notice to the disposition sheet with which it is sent to the records office when the case is finally disposed of. The notice to the court clerk is unnecessary except in departments of over 50 men, when the court clerk is located in a separate building, or when he is removed some distance from the booking officer.

Commitment and Order for Release

When a prisoner is sentenced it is essential to the control of the case that a record be made of certain facts relating to his detention and release. The recording becomes especially important when the place of detention is separated from the central jail. A commitment and order for release form, such as Form 25, is suggested. Spaces are provided to insert the name, the charge, the date the case was tried, the sentence, the police case number, and the court docket number. Facts relating to the service of the sentence must be recorded: the date the prisoner was sent to the point of detention, the date he was returned, the amount of fine received, the balance due on the fine, the circumstances relating to the expiration of his sentence, and the actual number of days served. Specific information regarding the release must also be recorded: the conditions of release, how the order for release was transmitted, the date and hour of actual release.

*The records staff of departments which file police court complaints with the case whenever the police have been unsuccessful in serving a warrant, as explained on page 115, use the notice form as a notice to the court clerk to send the complaint to the records division for filing.

CASE NO.

NOTICE TO COURT CLERK TO CHANGE THE BOOKING OF PRISONER

Name

Arrest No

Date of arrest

Released with no police court prosecution ☐By arresting officer ☐ By complaining witness ☐To detention home ☐To hospital. trial date to be furnished later ☐

To the custody of

Internement approved ☐Denied ☐Removed ☐Investigation released ☐

Charge changed to

Trial date changed to

Was court clerk notified by 'phone? Yes ☐ No ☐We have been unable to serve warrant on above subject; please attach complaint and return to records division for filing ☐

Date and hour

Booking officer

This notice to be left in court clerk's box. kept by him with disposition sheet, and forwarded with it to records division.

FORM 24 NOTICE TO COURT CLERK TO CHANGE THE BOOKING OF PRISONER (8"x5")

COMMITMENT AND ORDER FOR RELEASE

Name _____ CASE NO. _____
 Charge _____ Docket No _____
 Date tried _____ Sentence _____ Superintendent _____
 Date to farm _____ Turnkey _____ by _____
 Balance due \$ _____ Received \$ _____
 Expiration of sentence ☐ Paroled ☐ Fine paid ☐ Appeal ☐ Sentence suspended ☐ Actual days served _____

Remarks:

You are hereby authorized to release this prisoner from custody, subject to the following conditions:

Time _____ A.M. _____ P.M. _____ Date _____ Judge of police court _____ by _____
 Telephone order, authenticity of which was verified, received from _____
 Date _____ Hour _____ A.M. _____ P.M. _____ Date _____ by _____
 Turnkey—Superintendent instructed to release subject at _____ A.M. _____ P.M. _____
 Released: Date _____ Hour _____ by _____

Above information noted on yellow copy by court clerk _____ Date _____

This form prepared daily in triplicate by court clerk from 1. k. t. as given in sentence of _____, it was a where prisoner will be held in jail white and blue copies to booking officer yellow copy filed by court clerk. White copy following release. Blue copy in farm card file as fine and white copy as white copy to booking officer following release. Blue copy in farm card file as fine and white copy as white copy to booking officer following release. No prisoner shall be released except on instruction of booking officer except farm prisoners who have completed sentence (order for release must be signed on blue copy by judge or judge's clerk). It is the policy of this department to release copy and shall make proper entries on yellow copy which will remain in his file. Blue and white copies will then be filed in records division.

In all cases where the prisoner is sentenced to serve time, the commitment and order for release is prepared by the court clerk from the docket as soon as the prisoner is sentenced. The form is prepared in triplicate, each copy being a different color. The original and duplicate copies are sent to the booking officer; the triplicate is filed by the court clerk. The original follows the prisoner to the point of detention and is kept there until he is returned to the central jail or is released. The duplicate is filed alphabetically at the booking counter, to provide information regarding prisoners being held at a removed point of detention. When the duplicate is filed, the record of arrest is removed from the jail file and is forwarded to the records office.⁶

Prisoners who have completed their sentences are released automatically. In all other cases they are released only on order of the booking officer; in such cases the duplicate order for release must be signed by the judge. Following all releases, the original and duplicate copies are sent to the court clerk for the purpose of obtaining the signature of the judge (or his clerk) on the duplicate if it has not been obtained already. The court clerk records on the triplicate, which has remained in his file, any information that has been added on these forms since he prepared them. The original and duplicate are then sent to the records division to be filed with the case.

RECORDS ON CASES FOR OTHER COURTS

Cases tried in state and federal courts present some special problems. The greater severity of the offenses tried in these courts and the lack of complete coordination between the police and the prosecution (resulting from separation by distance, the difference in level of the governmental units represented, and the relative infrequency of such prosecutions as compared to police court prosecutions) make desirable a brief summary of each case in the form of a prosecution report.⁷

Prosecution Report

The prosecution report (Form 26) is used in cases filed in courts of record.⁸ It is prepared immediately after the filing of information or the issuance of the warrant⁹ by the detective handling the investigation and responsible for the preparation of the case for trial and its presentation in

⁶The commitment and order for release forms are also useful in larger departments which do not maintain detention quarters for convicted prisoners separate from the main jail. Under these circumstances the forms are prepared in duplicate. The original is placed in the jail file, from which the record of arrest card is sent to the records office, thus making it unnecessary to delay binding the record of arrest forms until convicted prisoners have served their sentences.

⁷Somewhat comparable to this report is the alcoholic influence report (Form 27), although the intoxication report may be used in police court as well.

⁸Ordinarily the prosecution report is used only in cases in which a transcript of the proceedings is made. Its use may be expanded, if desired.

⁹Some police administrators require the approval of the completed prosecution report by the captain of detectives before a warrant may be requested.

PROSECUTION REPORT

Trial Court No. _____

Preliminary Court No. _____

CASE NO. _____

Person arrested: _____

Alias: _____

Copy of criminal history sheet attached: Yes _____ No _____

Date and time of arrest: _____

Where arrested: _____

Arresting officers: _____

Circumstances of arrest: _____

What he said when first arrested: _____

Did he sign a written statement: _____

Did he admit the crime orally or in writing: _____

Crime committed: _____

Where committed: _____

When committed: _____

Name, address, and telephone of victim: _____

Details of crime: _____

Property stolen: _____

Circumstances of recovery and disposition: _____

Description of evidence and how marked: _____

Disposition of evidence: _____

Names, addresses, and telephone numbers of witnesses: _____

Immediately on issuance of a warrant the detective assigned to the case shall fill out this prosecution report in quadruplicate and route as follows: white original to prosecuting attorney, yellow triplicate to records division; blue triplicate to chief of police, pink quadruplicate to division responsible for its preparation. There shall accompany each of these copies a witness report of similar color and heading containing on the left the name of each witness and on the right a statement of testimony to be offered by him. The statement of testimony shall have a two-inch margin at the left. As many witness reports as are necessary to contain all of the testimony to be offered by all of the witnesses shall be used. As additional witnesses or testimony are obtained, additional witness reports shall be prepared and routed as indicated above.

court. The preparation of prosecution reports on police court appeal cases is usually assigned to one officer. Attached to the prosecution report are additional sheets carrying brief resumes of the testimony which will be offered by each of the witnesses.

The prosecution report is ordinarily prepared in quadruplicate. The original is forwarded to the prosecuting attorney; the duplicate is filed with the case immediately back of the case sheets; the triplicate goes to the chief of police; and the quadruplicate¹⁰ is retained by the division responsible for its preparation. In departments of fewer than 75 men, a prosecution report in triplicate suffices. In these departments the chief need not have a copy but may, when interested, review the detective copy. When cases are disposed of the detective copy, with a notation of the disposition inserted in the margin, is sent to the chief.

The prosecution report serves a number of purposes. In the first place, it provides the prosecuting attorney with the facts of the crime, the criminal history of the defendant, and the evidence to be presented and by whom. Most prosecutors are so busy that they have little or no time for reviewing a case with investigating officers and witnesses. Frequently they come to court with no information regarding the case to be tried, and the outcome of the trial is largely dependent on the facts they obtain in hurried, whispered conferences, before and during the trial. The prosecution report presents in a brief and orderly manner all of the important facts of the case. Examined before the trial, these facts enable the prosecutor to discuss the case intelligently with the police, to advise them regarding additional investigations, and to determine which, if any, witnesses he wishes to interview before the trial. Examined in the courtroom, the report provides information useful in the presentation of the case to the court.

Second, the prosecution report consolidates in a single document all the information relating to the case which has been obtained by the members of the department without regard to the division to which they are assigned. Almost always, officers from more than one division are involved in the trial of a case. The arrest is frequently made by an officer from some division other than the one charged with the preparation of the case for trial.

In the third place, the act of preparing the prosecution report forces the detective responsible for its preparation to review the case. This review clarifies his thinking on the case and prompts an evaluation of the evidence to be presented in court. He will ask himself whether he has gathered enough evidence to convict the prisoner and will analyze the weak points in this case. This critical analysis frequently causes the officer to make additional investigation along lines that had not previously occurred to him.

Fourth, the prosecution report permits the commanding officer to examine critically the work being done by his subordinates. The examination of individual cases may indicate points that should be strengthened. The

¹⁰This copy is used in making an entry in the prosecution ledger. See pages 101-104.

examination of the cases prepared by the various detectives over a period will prove useful in determining weaknesses in the staff.

Finally, an inspection of a sample of prosecution reports as they cross his desk permits the chief of police to know the quality of the work being performed by the investigating officers. The notation as to disposition of the case in court, inserted in the margin of the detective division copy, serves to inform him of the results being obtained through the work of the investigating officers.

Alcoholic Influence Report

The drunken driver presents a special problem in prosecution. The police must prepare themselves to meet a defense that usually consists in attempts to persuade the jury that the driver was not very drunk, or perhaps that he was not drunk at all but merely the victim of an overzealous officer, or of illness, or of shock arising from an accident or the incident of arrest. Again, the defense may claim that the driver had been given medicine previously, or that he took a drink of intoxicating liquor after the accident. The Committee on the Intoxicated Driver of the National Safety Council has prepared a standard form for reports on persons driving motor vehicles when under the influence of intoxicating liquor as an aid to the police in preparing a case invulnerable to the usual defense attacks. (Form 27.) Copies may be obtained from the Council.

The form is used whenever a drunken driver is arrested. The arresting officer and one other (the booking officer, jailer, or turnkey) may fill in these forms independently. If both of the officers conclude that the driver should be booked on a charge of driving a motor vehicle while under the influence of intoxicating liquor, he is so booked. If they disagree, the commanding officer is called in to make the final decision. The recording with a movie camera of the actions of the driver and determination with a drunkometer of the alcoholic content of his blood provide additional objective evidence of the condition of the drunken prisoner.

Federal and State Court Disposition

It is not so simple to learn of the disposition of cases filed in other courts as of those in police court. In order to have a record of these dispositions a ledger divided into sections or accounts for each of the Part I crimes and such other crimes as are investigated by the police department is maintained by each division responsible for the preparation of prosecution reports. Each ledger sheet is headed with the name of the class of crime recorded in that section, as murder, non-negligent manslaughter, rape, aggravated assault, robbery, or burglary, and is divided into columns headed as follows: (1) date of arrest; (2) case number; (3) name of defendant; (4) date disposed of; (5) court and docket number; (6) plead guilty: same or lesser charge; (7) trial result: guilty, not guilty, hung jury; (8) dismissed.

POLICE RECORDS

A secretary or other designated person enters the name of the prisoner under the proper crime account when the case is filed. Receipt of the prosecution report serves to initiate this action. At the same time, a disposition sheet for state and federal cases (Form 28), on which is recorded the name of the defendant, the case number, and such other information as is available, is placed in the front of the ledger. (In large departments, the num-

<div style="border: 1px solid black; padding: 5px;"> <div style="display: flex; justify-content: space-between;"> <div> (Check) <input type="checkbox"/> Driver <input type="checkbox"/> Pedestrian <input type="checkbox"/> Passenger </div> <div> (Check) <input type="checkbox"/> Accident <input type="checkbox"/> Violation <input type="checkbox"/> Other </div> </div> <div style="text-align: right; margin-top: 5px;"> A M P M </div> <div style="font-size: small;">Date and time of Accident or Violation</div> </div>	<h2 style="margin: 0;">ALCOHOLIC INFLUENCE REPORT FORM</h2>	<div style="border: 1px solid black; padding: 5px;"> Case No _____ Accident No _____ Arrest No _____ </div>																																																																
Name _____ Age _____ Sex _____ Race _____	Address _____ Approx Weight _____ Dr Lic No _____																																																																	
<div style="display: flex; justify-content: space-between;"> <div> QUESTIONS Were you operating this motor vehicle _____ Where did you start from? _____ Have you been drinking? _____ What? _____ Commenced _____ A M _____ P M Stopped _____ A M _____ P M Where? _____ Are you ill? _____ Have you been to a doctor or dentist recently? _____ If so when? _____ Who? (name of doctor or dentist) _____ For what? _____ Are you taking medicine? _____ If so what? _____ Last dose _____ A M _____ P M Do you have diabetes? _____ Are you taking insulin? _____ Have you used a mouth wash recently? _____ Are you hurt? _____ Did you get a bump on the head? _____ How much sleep did you have last night? _____ How much today? _____ Have you been drinking since the accident? _____ What? _____ Quantities? _____ </div> <div> NOTE Get witnesses to prove driving Where were you going? When did you leave? _____ Time now? _____ Quantities? _____ </div> </div>																																																																		
EXAMINATION — (Draw circles around words describing observed conditions. Add other words of your own)																																																																		
<table border="1" style="width: 100%; border-collapse: collapse; font-size: small;"> <tr> <td style="width: 25%;">BREATH</td> <td colspan="4">Odor of alcoholic liquor — Apparently none faint moderate strong</td> </tr> <tr> <td>COLOR OF FACE</td> <td>Apparently normal</td> <td>Flushed</td> <td>Pale</td> <td>(Other)</td> </tr> <tr> <td>CLOTHES</td> <td>Orderly</td> <td>Mussed</td> <td>Soiled</td> <td>Disarranged Disorderly (Describe)</td> </tr> <tr> <td>ATTITUDE</td> <td>Polite</td> <td>Excited</td> <td>Hilarious</td> <td>Talkative Care free Sleepy (Other)</td> </tr> <tr> <td></td> <td>Cooperative</td> <td>Indifferent</td> <td>Antagonistic</td> <td>Cocky Combative Insulting</td> </tr> <tr> <td>UNUSUAL ACTIONS</td> <td>Incontinence</td> <td>Hiccough</td> <td>Belching</td> <td>Vomiting Fighting (Other)</td> </tr> <tr> <td>EYES</td> <td colspan="4">Apparently normal Watery Bloodshot</td> </tr> <tr> <td rowspan="7" style="writing-mode: vertical-rl; transform: rotate(180deg); font-size: x-small;">CHECK SQUARES IF TESTS ARE MADE</td> <td><input type="checkbox"/> PUPILS</td> <td colspan="3">Apparently normal Dilated (contracted) Poor reaction to light</td> </tr> <tr> <td><input type="checkbox"/> BALANCE</td> <td>Sure</td> <td>Fair</td> <td>Swaying Wobbling Sagging Knees Falling (Other)</td> </tr> <tr> <td><input type="checkbox"/> WALK & TURNING</td> <td>Sure</td> <td>Fair</td> <td>Swaying Stumbling Staggering Falling (Other)</td> </tr> <tr> <td><input type="checkbox"/> FINGER TO NOSE TEST</td> <td>Sure</td> <td>Fair</td> <td>Swaying Uncertain Staggering Falling (Other)</td> </tr> <tr> <td><input type="checkbox"/> PICKING UP COINS</td> <td>Sure</td> <td>Fair</td> <td>Swaying Uncertain Staggering Falling (Other)</td> </tr> <tr> <td><input type="checkbox"/> SPEECH</td> <td>Fair</td> <td>Slurred</td> <td>Stuttering Confused Incoherent (Other)</td> </tr> <tr> <td></td> <td>Choice of words</td> <td></td> <td>Clearness and correctness of enunciation</td> </tr> </table>			BREATH	Odor of alcoholic liquor — Apparently none faint moderate strong				COLOR OF FACE	Apparently normal	Flushed	Pale	(Other)	CLOTHES	Orderly	Mussed	Soiled	Disarranged Disorderly (Describe)	ATTITUDE	Polite	Excited	Hilarious	Talkative Care free Sleepy (Other)		Cooperative	Indifferent	Antagonistic	Cocky Combative Insulting	UNUSUAL ACTIONS	Incontinence	Hiccough	Belching	Vomiting Fighting (Other)	EYES	Apparently normal Watery Bloodshot				CHECK SQUARES IF TESTS ARE MADE	<input type="checkbox"/> PUPILS	Apparently normal Dilated (contracted) Poor reaction to light			<input type="checkbox"/> BALANCE	Sure	Fair	Swaying Wobbling Sagging Knees Falling (Other)	<input type="checkbox"/> WALK & TURNING	Sure	Fair	Swaying Stumbling Staggering Falling (Other)	<input type="checkbox"/> FINGER TO NOSE TEST	Sure	Fair	Swaying Uncertain Staggering Falling (Other)	<input type="checkbox"/> PICKING UP COINS	Sure	Fair	Swaying Uncertain Staggering Falling (Other)	<input type="checkbox"/> SPEECH	Fair	Slurred	Stuttering Confused Incoherent (Other)		Choice of words		Clearness and correctness of enunciation
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What first led officer to suspect alcoholic influence? _____ Unusual actions or statements _____ Signs of illness or injury _____ (more space on other side)																																																																		
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Examined by _____ Signature _____ Title _____ Address _____ Date _____ Time completed _____ A M _____ P M Witnesses to examination _____																																																																		
<small>NOTE USE OTHER SIDE FOR REMARKS When physician's examination is made or sample taken for chemical test record on other side.</small>																																																																		

FORM 27. ALCOHOLIC INFLUENCE REPORT FORM (8½"x11")

ber of pending cases may justify a file for these disposition sheets.) On the last day of each month, the disposition sheets are delivered to a detective who determines by check at the courthouse the cases disposed of and their disposition. An explanatory entry with date is made on the disposition sheet, on the face if disposed of and on the reverse if pending. The disposition sheets are then returned. In the event the case has been disposed of, en-

REMARKS

Names of Officers or persons making the remarks

INSTRUCTIONS FOR COORDINATION TESTS

Do not have suspect perform any test action unless he is willing. When tests are made record results and check squares on other side. When tests are not made record conditions from general observations but do not check the squares. A square is to be checked only if test is made.

- 1 Pupils of eyes—Flash a bright light in the eyes of the suspect and compare the reaction of his pupils with the reaction obtained when a light is flashed in the eyes of another person. There should be the same reaction.
- 2 Balance—Stand erect with heels together, eyes closed and head back to observe balance.
- 3 Walking and turning—Walk a straight line, toe of one foot against the heel of the other, then turn and walk back again. Watch closely for evidences of incoordination, especially when turning around.
- 4 Finger to Nose Test—Stand erect, eyes closed, extend arms horizontally to side, then, one arm at a time, touch the tip of nose with the tip of the index finger.
- 5 Coin Test—Pick up coins from floor. (If desired have suspect place coins on table and arrange in order, with largest sized coins on right. Identify heads or tails. Observe ability.)
- 6 Speech—Repeat the following test phrases: ELECTRICITY, METHODIST EPISCOPAL, AROUND THE RUGGED ROCK, THE RAGGED RASCAL RAN.
- 7 Handwriting—Copy a sentence or several words (such as the test phrases in No. 6 above) or sign name so that handwriting can be compared. Space at top of this sheet may be used for this purpose.

PHYSICIAN'S REPORT

Examining physician, if any

Name

Address

Time Examined

A M
P M

Physician's Diagnosis

Signature of Physician

CHEMICAL TESTS

Sample No.	Material	Date and Time Collected	Taken in Presence of	Sample Sealed by	Date and Time Analysed	Percent Alcohol
------------	----------	-------------------------	----------------------	------------------	------------------------	-----------------

Tests made by

Witnesses

National Safety Council, Inc. 30 N. Wacker Drive, Chicago

DISPOSITION SHEET FOR STATE AND FEDERAL CASES			
Name of defendant		CASE NO.	
Date of arrest			
Preliminary charge			
Formal charge			
Prosecuting atty.		Defense atty.	
Prelim. court trial date	Prelim. court docket no.	Division	
Prelim. court disposition			
Trial court. date	Trial court docket No.	Division	
Trial court disposition: Guilty (); Not guilty (); Dismissed ();			
Hung jury ()			
Sentence: Fine \$	Costs \$	and	<div style="display: inline-block; vertical-align: middle;"> <div style="display: inline-block; vertical-align: middle;">{ years</div> <div style="display: inline-block; vertical-align: middle;">{ months</div> <div style="display: inline-block; vertical-align: middle;">{ days</div> </div>
			Institution
Conditions of probation:			
Detective			

FORM 28. DISPOSITION SHEET FOR STATE AND FEDERAL CASES (8"x5")

tries in the ledger are completed and the disposition sheet is forwarded to the records division. There it is filed with the case after the disposition is entered on the name card in the alphabetical index file. (Operation VI B.) The person who enters the disposition in the ledger prepares at the same time a summary (Table 7, Appendix D) for the current month of the ledger entries on these cases. It is not considered necessary to obtain dispositions in cases of arrests for outside jurisdictions.

CONTROL OF THE INDIVIDUAL PRISONER

Records are useful in assuring adequate control of prisoners, in safeguarding against the inadvertent or unnecessary restriction of their privileges, and in fixing responsibility for and recording all police acts involving prisoners.

Held for Investigation

Frequently the patrol division or other police units arrest persons who must be detained for investigation by the detective division.¹¹ Occasionally the immediate release of a prisoner on bail or permitting him to communicate with outside persons interferes with the investigation of the case.¹² If

¹¹Usually, the investigation will be made by the detective division, but in some cases it may be made by the traffic division, the vice division, or the juvenile division.

¹²Restrictions on bail must be limited to that "reasonable" period of time which the police have in which to take a prisoner before a proper judicial officer. "It is ordinarily the duty of an officer after making an arrest, either with or without a warrant, to take the prisoner, within a reasonable time, before a justice of the peace,

he is permitted to use the telephone he may instruct accomplices to destroy or otherwise dispose of stolen property or other evidence or he may be able to establish alibis.

When an arrested person should be investigated by detectives, a procedure is needed that will assure proper notification to the detective division. Denying the privilege of bail and communication to a prisoner is a serious matter which should require the authorization of a commanding officer. When these privileges are denied, the officers who have custody of the prisoner must be informed of the restrictions.

A held-for-investigation report, such as Form 29, is of assistance in making the proper determinations with respect to bail and communication with others. It assures an investigation by notifying the detective division of the necessity for it; it prevents the release of the prisoner on bail or through court action before the completion of the investigation; it notifies the jailer that communication is to be denied the prisoner; it aids in enforcing compliance with departmental rules regarding restrictions on the bail and communication of prisoners; it clearly establishes the responsibility for such restrictions by requiring the signature of the authorizing officer; it assists in following-up on prisoners being held for investigation or without communication and thus prevents the failure to restore these privileges after the investigation is completed and the need for restrictions has clearly passed; it informs the booking officer of the removal of restrictions and of changes in the charge.

The held-for-investigation form is prepared in duplicate. The two copies are in different colors, but are identical in content except for the headings and the instructions contained at the bottom of each. The form is prepared by the arresting officer when he considers that the circumstances justify holding the prisoner for investigation with or without communication. After being signed by the commanding officer to whom it is submitted for approval it is presented to the booking officer who notes the restrictions on the

magistrate, or other proper judicial officer having jurisdiction, in order that he may be examined and held, or dealt with as the case requires. It is sometimes said that this must be done immediately, or forthwith, or without delay. These requirements are construed to mean no more than this duty must be performed with all the dispatch and promptness possible under the circumstances. Accordingly, an officer may detain a person arrested in custody for a reasonable time until he can conveniently and safely take him before a magistrate, if the circumstances are such as to preclude an immediate examination, hearing, or trial, as when the arrest was made at night or on Sunday; when the court was not in session; where the prisoner himself occasions the delay, as where he is drunk; or where the arresting officer is unable to find a judicial officer. Similarly, a person arrested may waive his right to be taken before a magistrate, or consent to accompanying an officer without being taken before a magistrate. An officer may not detain a person arrested in custody longer than is reasonably necessary under the circumstances, or arbitrarily refuse to place a formal charge against a prisoner, thus preventing him from obtaining bail; nor may an officer detain the person arrested for any purpose other than to take him before a magistrate, and, accordingly, it has been held that a peace officer may not keep a person arrested in his custody for an unreasonable length of time in order to procure evidence from him, or to obtain his confession." 6 Corpus Juris Secundum 618

POLICE RECORDS**TO BE INVESTIGATED**

Name CASE NO.

Date and hour of arrest.....

Arresting officers.....

Charge

Circumstances which warrant holding for investigation.....

Investigation authorized by..... Date..... Hour.....

Date and hour investigation released.....

Investigation released by.....

Instructions to booking officer relative to no communication, change in booking,
release of prisoner, etc.

Changes noted on record of arrest by booking officer..... Time..... Date.....

This form to be sent to the detective division attached to duplicate investigation reports on the case. It is to be returned to booking officer properly filled in before close of that day's business. If this is inadvisable it shall be forwarded to the chief of police with a report setting forth the facts. If approved by him, the matter may be carried over to the close of the following day.

(Original)

HELD FOR INVESTIGATION

Name CASE NO.

Date and hour of arrest

Arresting officers.....

Charge

Circumstances which warrant holding for investigation.....

Investigation authorized by..... Date..... Hour.....

Date and hour investigation released.....

Investigation released by.....

Instructions to booking officer relative to no communication, change in booking,
release of prisoner, etc.

Changes noted on record of arrest by booking officer..... Time..... Date.....

This form to be filed in held-for-investigation file and left there until to-be-investigated form is returned to desk. They are then to be attached to one another and forwarded to records division.

(Duplicate)

FORM 29. HELD FOR INVESTIGATION (To Be Investigated) (8"x5")

record of arrest (in the space immediately following the charge), files the duplicate in the held-for-investigation file, and forwards the original to the detective division.

The investigating unit, on receipt of the to-be-investigated form, will have received a duplicate of the officer's investigation report, which will contain in greater detail the circumstances of arrest and the points on which he believes the prisoner should be investigated. On the completion of the investigation, the to-be-investigated form, properly filled in by the investigating unit, is sent to the booking officer. This officer crosses out the notation "held for investigation," appearing on the record of arrest card, and makes such changes in the charge as may be indicated. This constitutes the release of the investigation.

When a prisoner is held for investigation,¹³ the disposition sheet is not sent to the court clerk but is clipped to the arrest card and kept with it until the investigation is completed or the internment ended. It is true that the jailer is informed regarding prisoners with restricted privileges by notations appearing on the daily jail sheet (see page 111), but if, in addition, the disposition sheet is withheld from the court clerk in such cases, the chance of inadvertently running a prisoner held for investigation or internment through police court is further minimized: the court clerk cannot include such a prisoner in the list for the bailiff to bring to court. In some cases, however, the decision to hold for investigation or internment may be reached after the disposition sheet has been forwarded to the court clerk. In such cases, the notice to the court clerk is used. (See page 95.)

After making the necessary changes on the record of arrest card, the booking officer corrects the disposition sheet to correspond with the record of arrest and sends the sheet to the court clerk. The booking officer has the jailer remove notations of restrictions on bail and communication from the daily jail sheet and notes on the held-for-investigation form that this action has been taken; he then staples the two held-for-investigation forms together and forwards them to the records office.

In some cases, the decision to hold N.C. (no communication) is reached after the to-be-investigated form has been forwarded to the detective division. In such cases, an investigation report is written in duplicate or a second set of held-for-investigation forms is used. Frequently the detective division will remove the N.C. before the investigation is completed. In these cases the division directs an investigation report regarding the matter to the booking officer. The booking officer inserts the proper notations on the record of arrest, notes his action on the investigation report, and forwards it to the records division.

If the detective division is unable to complete the investigation within the time limit established by department regulations, the to-be-investigated

¹³This procedure also applies to the internment form discussed on pages 108-109.

form is forwarded to the chief of police with a report setting forth the facts in order that an extension of time may be considered. The commanding officer who has charge of the jail makes a daily inspection of the held-for-investigation file in order to discover cases of prisoners held for investigation or without communication for a period longer than permitted. Violations of these regulations are reported immediately to the chief of police, or in large departments to an administrative officer between the chief and the heads of the line divisions.

Small departments do not need to use the held-for-investigation form, but when a department is large enough to have a specialized investigating unit the form serves a useful purpose. Small departments using the held-for-investigation form find it unnecessary to set up a separate file for these forms but clip them to the record of arrest card; or, the duplicate copy may be dispensed with, the entry on the record of arrest card serving the purpose of this form. If the average number of prisoners is so great as to make inconvenient the examination of each record of arrest card in the jail file to ascertain if prisoners are being held for investigation, the creation of the separate held-for-investigation file is in order.

A few departments make the record of arrest card in triplicate in order that the detective division may be informed of every arrest. When this procedure is followed, the triplicate copy serves as the to-be-investigated form. Because of the limited number of such investigations, the paper consumed in making the triplicates of every record of arrest and the time spent in examining each of them are often wasted. For these reasons it is recommended that a separate held-for-investigation form be used.

Request for Internment

The laws of some states require the health authorities to hold for examination persons suspected of having a venereal disease and for treatment those who actually have such a disease in an infectious stage, making the police responsible for the custody of persons being examined or treated. Usually, orders for the apprehension of persons suspected of being diseased are issued by the health authorities directing the police to detain the suspected person. Procedures used in dealing with persons suspected of contagious venereal infection vary considerably. For that reason the procedure outlined here will need to be modified to meet local requirements.

The internment form, prepared in duplicate by the arresting officer, serves several purposes. It places responsibility for detention on the shoulders of a commanding officer, and thus minimizes the holding of prisoners for internment by the police without proper authority. It informs the booking officer of restrictions upon the prisoner pending examination by the health officers. It notifies the health authorities that the person is being held for examination and gives an account of the circumstances which led the officer to consider an examination desirable. It is used by the health authorities to notify the

police of the results of the examination and of the termination of the internment, and thus assures appearance in court in the event a charge is pending.

The request for internment contains such pertinent data as the case number, the date, the name and address of the prisoner, his marital status, sex, color, age, and occupation, the time and place of arrest, with whom arrested, the charge, the circumstances of arrest and previous record, and the opinion of the arresting officer as to why the person should be interned. Space is provided for the signature of the officer making the arrest and the signature of a commanding officer indicating his approval. The reverse of the original is headed INTERNMENT ORDER. It contains spaces for entries by the examining physician, and thus serves as authority for the detention of the person. The form is punched for inserting in an arch file. The duplicate is identical to the original except that the reverse is blank.

Upon receipt of the request for internment, properly approved, the booking officer inserts the words "Held for internment" in the space for *Charge* on the record of arrest. He then places both copies in the front of the jail file. Each morning a clerk or turnkey delivers to the health department the originals of the requests for internment received the previous day, noting the accomplishment of this act on the duplicates which are then sent to the records division to be filed with the cases. The originals are kept by the health department in their quarters or at the jail.

The prisoner found to be contagiously infected is interned and a notation is entered on the internment order by the examining physician. If the examination is negative, a notation is made that internment is not justified. At the conclusion of the treatment, the physician notes the fact on the internment order. In each of these cases the booking officer is notified by telephone of the action and he makes proper notations on the record of arrest card and jail sheet.

The original request for internment is kept on file until the end of the month, at which time the file is cleared of internment orders in all cases where the subject has been released from jail. At this time data are compiled for the preparation of a monthly report.

Injured Prisoner Report

The police are frequently called upon to arrest persons who have been injured in fights or as the result of accidents. Other persons arrested may be suffering from some infirmity, prior injury, or disease. Occasionally the police find it necessary to subdue a person by physical force in order to effect an arrest and injuries sometimes result. Prisoners are sometimes injured in jail as a result of fights with other prisoners, falls due to intoxication, fainting, or epileptic attacks. In all cases of injury or illness special action is required for the protection of the prisoner and the police.

The public is inclined to look upon the injuries and illnesses of prisoners with suspicion. They seem to find some gratification in believing that all

POLICE RECORDS

injuries to prisoners are inflicted by the police themselves, and that they constitute evidence of brutality. Because of this attitude, it is doubly important that the police give careful attention to injured or ill prisoners and detain in jail no person who is in a critical condition. Since the police are not competent to judge the extent of an injury or the seriousness of an illness, fairness to the prisoner demands that he be given an examination by a competent physician.

The injured prisoner report, Form 30, serves two purposes. It protects the prisoner by giving greater assurance of examination by a physician of all injuries and infirmities. It protects the police by recording the approval by a medical authority of the incarceration of the prisoner, showing that an examination was made and that where necessary treatment was given. The most important part of the injured prisoner report is the question, to be answered by a competent physician: "In your opinion is the physical condition of this prisoner such that he may be held in custody in (name) Jail without endangering his life or health? (Answer Yes or No only.)"

The officer who has custody of the prisoner at the time of the examination is responsible for seeing that an injured prisoner report is made, although the examining physician usually fills it in. If the prisoner is taken to a hospital, the responsibility rests on the officer who has him in custody there. If the examining physician calls at the jail, the responsibility rests with the jailer. The injured prisoner report is prepared at the time of the examination, and is forwarded to the records office for filing with the case

INJURED PRISONER REPORT			
Name of prisoner	CASE NO.		
Has the prisoner an alcoholic breath?			
Nature and extent of injuries			
Treatment given			
In your opinion is the physical condition of this prisoner such that he may be			
held in custody in the		Jail without endangering his life or health?	
(Answer Yes or No only)			
Time entered hospital	Date	Time discharged	Date
Nurses in attendance			
Officer	Signed Hospital		M.D. Interne
<small>NOTE—Every prisoner giving any evidence of serious injury or illness and every prisoner injured during arrest shall be taken to a hospital for examination or shall be examined by the city physician before being locked up. Every unconscious prisoner shall immediately be taken to a hospital. No prisoner taken to a hospital for examination or treatment shall be removed until this form has been properly executed.</small>			

In addition to this report, the officers involved in such a case submit investigation reports containing the facts in detail.

Daily Jail Sheet

Several units of the police department need a current list of the prisoners in custody, which indicates for each the jail cell in which he is incarcerated, the charge on which he is held, and whether there are any restrictions on his liberty. This information is recorded on a daily jail sheet which also serves as a check against the alphabetical jail file. The sheet may be of legal size, and merely provides a horizontal rectangle for each prisoner, in which are inserted the name, cell number, trial date, charge, and special restrictions such as held for investigation, no communication, or held for internment. The daily jail sheet is unnecessary in departments that average fewer than a half dozen prisoners.

The daily jail sheet is prepared by the jailer each morning. Copies are distributed to all units which conduct investigations and to other police agencies, such as the sheriff's office, with which the police department may exchange information of this character. The jailer keeps his copy on a clip board and corrects it whenever a change is made. As prisoners are placed in jail, new entries are made; as they are released, their names are crossed off; as they are moved from one cell to another, corrections are made; and as restrictions are placed or removed, notations are inserted. This corrected sheet serves as the copy from which the new jail sheet is made the following day.

THE CONTROL OF BAIL, FINES, AND PRISONERS' PROPERTY

The police sometimes accept cash bail and fines and invariably take all personal property except clothes and tobacco from prisoners when they are jailed. The custody of this money and property imposes a grave responsibility; implications of dishonesty arise if property is lost or inadvertently released. Records are essential to the proper control of bail, fines, and the property of prisoners.

Prisoner's Property Receipt

All police departments should give a receipt, such as Form 31, to prisoners for property which is taken from them. This receipt, prepared in duplicate, serves three purposes: it protects the prisoner by giving him an acknowledged list of property which has been taken from him; it protects the police against the claim that more property was taken from the prisoner than was delivered on release; it makes a permanent record of the property which the prisoner had in his possession at the time of arrest, and this record sometimes proves useful in subsequent investigations.

At the time the prisoner is searched, the booking officer lists on the receipt form all property found in his possession and delivers the original to the

Receipt No. 386	
PRISONER'S PROPERTY RECEIPT	
Date of arrest	19
Received from	CASE NO.
	(Prisoner's name)
Cash \$	and the following articles:
Received by	
Date	19
	Booking officer

FORM 51 PRISONER'S PROPERTY RECEIPT (8"X5")

prisoner. The property is placed in a prisoner's property envelope, which bears the prisoner's name, the property receipt number, and the date. Spaces for the insertion of this information are repeated over the entire face of the property envelope in order that it may be used several times.

The best procedure in connection with the prisoner's property receipt is to have the blanks bound in book form, with the original perforated for easy removal and with a serial number printed on each pair. There is no advantage in removing the duplicate from the book. Keeping duplicates in a book eliminates danger of loss¹¹ and makes possible easy reference by property receipt number or date.

On release, the prisoner produces his receipt, which he signs to acknowledge return of his property. The receipt is then filed with the case. In the event the receipt has been lost or destroyed, an investigation report containing a list of the property, obtained from the duplicate, and a notation that the original has been lost, is signed instead.

Prisoner's Personal Property Report

When a prisoner has property which is clearly identifiable by number or inscription, it should be checked against the stolen property files. A prisoner's personal property report is useful in assuring that this check is made, although this type of form is unnecessary in departments of under 100 men.

¹¹If the duplicate were placed with the prisoner's property envelope and the envelope became lost, the police would have in their possession no record of property which had been taken from the prisoner.

The report is prepared by the booking officer at the time the prisoner's property receipt is given, or at the first convenient time thereafter, and is sent immediately to the records office for a search of the files. If an identification is made, an investigation report setting forth the facts is written in duplicate by the clerk; the original is sent to his commanding officer, who causes the property so identified to be held as evidence, and the duplicate is sent to the detective division. In the event the property was reported by foreign circular, a case is made at this time.

The use of a special prisoner's property report rather than a copy of the prisoner's property receipt to secure a check against the stolen property files has a number of advantages. It makes unnecessary the preparation of a triplicate copy of the property receipt which would be needed if the duplicate is to be retained in a bound book. The triplicate copy would be wasted in most cases because prisoners only occasionally have property which is identifiable by number or inscription. If a triplicate copy were transmitted automatically to the records division a great deal of time would be wasted there in examining these receipts for the purpose of detecting property which is identifiable by number or inscription. Since the prisoner's property report is used infrequently, it is more apt to attract immediate and careful attention from the records clerk than if he were required to examine critically a copy of each prisoner's property receipt. Sometimes, too, it is not convenient for the booking clerk to determine such items as the case and movement numbers of watches at the time the property receipt is given.

Cash Receipt

The police are sometimes required to accept cash fines and bail, as well as other money. Receipts for cash are issued in triplicate from a machine by the officer authorized to receive the money. The copies are disposed of as follows: (1) the original is given to the person from whom the money is received; (2) the duplicate in cases of fines and bail is sent to the court clerk with the accompanying cash, whereas in cases of miscellaneous cash receipts it is handled according to the nature of the case; (3) the triplicate is retained in the register until called for by the city finance officer.

Cash Book

The police department should keep a cash book in order to insure control of all monies received. The cash book is a ledger kept by officers authorized to receive cash, a separate account being maintained for each type of cash received on the basis of the purpose for which it is received. For instance, one section of the book contains an itemized account of all cash received in the form of fines and cash bonds, which will eventually be delivered to the court clerk. (Property bonds may be included as a convenient control method.) Another section contains an itemized account of cash intended for the city treasurer. Circumstances under which the police may receive

money intended for the city treasurer vary with different departments. In some, no such funds may be received; in others, the police may accept money received from the sale of found and abandoned property at police auctions, from the sale of police property such as ammunition and other equipment to individual officers, and so on. Most departments maintain some form of relief fund and a ledger account is kept of cash donations and rewards.

The officer having charge of the cash book on that tour of duty enters for each receipt the receipt number, the amount received, and an explanation of the transaction. Each relieving officer is required to sign each ledger account immediately below the last entry in acknowledgement of the receipt of the total sum. The officer making delivery to the court clerk requires him to sign below the last entry in the cash book to indicate receipt of the amount of cash indicated.

A regular procedure for turning all other money over to the proper treasurers is imperative. On the first business day of each week, at the end of his tour of duty, the officer in charge of the cash on the day tour may be required to deliver to the city treasurer and to the police relief fund treasurer their share of all cash from the cash box except such change as may be established by regulation. With the cash he delivers the duplicate copies of the cash receipts and receives a single receipt for the total amount turned over from each account. He enters in the cash book the amounts delivered and then presents the book and the receipts he has received for each account to a designated commanding officer. This officer inspects the book to determine that the total cash was receipted for at the change of each shift and to determine that receipts check with the amounts listed in the book. The inspection by the commanding officer is indicated by his initials and the date. This weekly audit is desirable in that it prevents too great a lapse of time before the discovery of irregularities. Any irregularity is reported immediately to the chief of police.

COURT PROCESSES

The issuance and possession by the police of court processes and the assignment of the task of serving them must be recorded if adequate control of this type of activity is to be exercised. The police serve police court warrants, commitments, subpoenas, and summonses, and in some jurisdictions they may be called upon to serve such processes for other courts as well.

Routing of Warrants

The first step on receipt of the police court warrant by the police department is to determine whether the offense has been recorded, i. e. whether a case has been made. In the event a case has not been made, the warrant is sent to the complaint clerk who executes a case sheet. Warrants on cases previously recorded are sent to the records office where a clerk notes the

fact of its issuance and the name of the officer to whom it was given for service on a 3"x5" index card which is placed in the follow-up file. The case number is invariably recorded on the warrant for purposes of identification.

When a person is booked and entries are made in the spaces provided on its reverse, the warrant is forwarded to the police court clerk. In the event the warrant cannot be served, the officer returns it to the records office with an investigation report, on which is indicated the action he has taken and the reason the service was impossible, whether because the offender (1) was temporarily out of town, (2) had moved and his whereabouts was unknown, or (3) had moved from the city.

The police court usually retains complaints on file where warrants are outstanding. In jurisdictions where this procedure is not followed, both the complaint and warrant should be filed with the police case; then if the offender ever returns and is arrested, the police will have both the complaint and the warrant to continue the action. In these departments, when it becomes apparent that the warrant will not be served in the immediate future, a notice is sent to the court clerk requesting that the complaint be sent to the records division.

If the local law enforcing agencies are properly coordinated, the police will receive notice of the issuance of warrants by other courts which are not directed to them for service. If the warrant is issued on an offense committed within the jurisdiction of the police, or if the police are to perform some specific act in connection with the arrest of the offender, or the investigation of the case even though the offense is committed outside their jurisdiction, they handle the notification of the issuance of the warrant according to substantially the same procedure as that used in the case of police court warrants. If the offense is outside their jurisdiction and the police are to perform no specific action in connection with it, the notification is indexed in order that the police may know that the offender is wanted.

Departments make raids on gambling places, houses of prostitution, and, in dry states, on bootlegging establishments, on the basis of search warrants issued by a court. Such activity necessitates the preparation of a case in order that a record may be kept of the action taken. Following the raid the warrant is returned to the court. Such warrants are also used in searching for stolen property on cases which have been previously recorded.

Commitments

A commitment is a document issued by a court ordering the incarceration of a convicted person. Circumstances which lead to the issuance of commitments include: (1) Cases appealed. The appeal may be dismissed, in which case the sentence of the police court stands. The higher court may uphold the action of the lower court or it may modify the sentence. In most jurisdictions the bondsman who posted the appeal bond is responsible for

the delivery of the offender. In some, however, the bondsman is discharged from further obligation on dismissal of the appeal. In others, the case may be disposed of in the higher court without the presence of the defendant, or a police officer may not be present to take him in custody in the event the defendant does appear. In cases such as these a commitment is issued for his arrest and detention. (2) Revocation of probation or suspension of sentence. The police court judge may grant the offender time in which to pay his fine. Failure to do so or to live up to the conditions of his probation may result in the enforcement of the provisions of the sentence: the police court judge issues a commitment ordering arrest and detention until the conditions of the sentence are satisfied.

The procedure for handling these commitments is substantially the same as that for handling warrants except that a case sheet will not need to be made because the incident was recorded at the time of the original arrest. The important features are that the commitments have inserted on it the case number for purposes of identification and that an index card be placed in the drawer of the follow-up officer in order that he may know to whom its service was assigned.

Subpoenas and Summonses

The police are invariably called upon to serve police court subpoenas and summonses. In most instances, the case will have been recorded by the police before they receive the process. If this has not been done, a case should be made in order that the service of the process may be assured. In those jurisdictions where the police are called upon to serve such processes for other courts, the incident must likewise be recorded.

TRAFFIC TICKETS

Traffic tickets and the procedures followed in their use vary considerably in different localities. The differences are due in part to the lack of uniformity in laws and ordinances, but more particularly to early practices which have influenced the evolution of the procedure in each community. Consequently, a uniform records procedure in handling traffic tickets is not possible. Some modification either in the use of traffic tickets or in the records procedure here outlined may be necessary in most communities.

A suitable plan of traffic records will serve several purposes. It will aid in maintaining a permanent driving history of the offender, including automobile accidents, warnings and citations, and arrests. In each instance a record should appear both of the offense and of the disposition. Second, the records system should assure that the case is properly disposed of in court; it should be fix-proof, and should assure that loopholes or points at which tickets are being fixed will be detected. Finally, the system should provide the court with the previous driving record of the offender as a guide in disposing of the present case.

Traffic tickets of good stock, 5"x3" in size for convenience in filing, have been found to be most practicable. Whatever the kind of ticket, it should contain spaces for the following information: the name of the offender, address, operator's license number, make and license number of vehicle, the location, hour, date, and nature of the violation, and the name of the officer serving the ticket. Tickets for violations while moving provide a space for the signature of the driver, to be used in future identification and as an indication of his willingness to appear in answer to the charge. The officer notes the circumstances of the violation in some detail on the reverse of the original citation as a guide to the court in disposing of the case and to refresh his own memory during the trial.

Traffic tickets are made out in duplicate or triplicate. The original copy is white; the others are of different colors. Entries are made with indelible pencil or pen. Traffic tickets are best bound in books of 25 sets, perforated for easy removal and with carbon paper to permit duplicate copies. For convenience, carbon sheets should be glued on one end to the inside of the back cover.¹⁵

Traffic tickets include citations, which call for the appearance of the violator in court or at a traffic violations bureau,¹⁶ and warnings, which may, in addition to warning the violator, serve as a notice of violation which may be followed by the issuance of a summons or a citation.

Citations

A book of citations of the 5"x3" size has an advantage in that it can conveniently be carried in the breast pocket of the officer's uniform shirt or coat. A sample citation is presented in Form 32a. On it are spaces for recording information pertinent to the violation that will be needed in presenting the case in court. Most states require that the driver be given a specified number of days in which to appear in answer to the charge, except in cases of such serious violations as driving while under the influence of liquor or drugs or in which the appearance in answer to the citation is doubtful. The citation may be in triplicate: the original for the police, the duplicate for the driver, and the triplicate for the city finance officer or other person who checks upon the traffic tickets. However, a citation in duplicate is satisfactory if a ledger is used.

¹⁵Carbonized sheets are unsatisfactory. They soil the duplicate copies in the book and other originals when placed in a file. Also, the reverse of the original may not be used for recording details of the violation.

¹⁶See U. S. Bureau of Public Roads, *Model Traffic Ordinances* (U. S. Government Printing office, 1936), Part II. *Model Traffic Administrative Ordinance, Article V Traffic Violations Bureau*. "A traffic violations bureau enables the violator to dispose of the charge against him (with the exception of certain more serious offenses, in answer to which he may be required to appear in court) by paying a fine, or by posting cash bail which he may forfeit. In some jurisdictions where the court has not established such a bureau, the police accept fines in the form of cash bail, which may be forfeited. Such facilities are provided for the convenience of the violator and in order to avoid congestion in court. The violator may appear in court if he desires."

487	CITATION				DATE OF ARREST	/ /	/ /
DRIVER _____					TIME OF ARREST	/	A M P M
ADDRESS _____					OPER CHAUF	/	
MAKE - YEAR VEHICLE					VEHICLE LIC NO	/	
You Are to Appear in Police Court, City Hall, at 9:00 A. M.							
For Violation of Sections as Follows							
WHERE COMMITTED							
APPROX SPEED	LAWFUL SPEED	TRAFFIC CONDITION	DIRECTION OF TRAVEL	ACCIDENT			
OFFICER'S SIGNATURE				POLICE DEPARTMENT			
I agree to appear at the time and place indicated above.							
X							
SIGNATURE							

FORM 32A. CITATION (3"x3")

The ledger provides a permanent record of each ticket, the disposition of the case in court, and information which permits determining the number of tickets served by each officer. The sheets are divided into the following columns: the citation number; violator's name; charge; location; date of violation; disposition; date of disposition. Each line is numbered to correspond to the ticket numbers, with every twenty-fifth left blank for the insertion of the name of the officer to whom the book bearing that series of numbers was issued.¹⁷

The original copy of the ticket is sent to the records division for a search of the driver file, recording on a 3"x5" index card in duplicate the previous driving record and the facts concerning the present violation including the ticket number and the circumstances as recorded on the reverse of the ticket. The citation is immediately filed in the driver file¹⁸ in order that there may be a record of the current violation for the information of the court in case the driver should be served another ticket before the current one is settled. The duplicate of the index card is sent to the court; the original is kept in a pending file (arranged by date or serial number of the citation) to await the return from court of the duplicate traffic ticket, on which is recorded the disposition of the case.¹⁹

¹⁷Some departments add a column for the name of the officer serving the citation, and enter the citations in the ledger in the order of service without regard to their serial numbers.

¹⁸The name is typed on the horizontal margin of the ticket in order to facilitate search of the file.

¹⁹In those departments using a citation not 5"x3" in size, the original index card is placed in the driver file and the original citation is placed in the pending file.

At the time the original index cards are placed in the pending file, a clerk enters the data on each in the ledger. On the return of the duplicate from court the disposition is noted in the ledger and on the original citation in the driver file²⁰ and the pending file is cleared of the original index. The index cards are then destroyed.

Daily summaries are kept by a clerk of the number of traffic tickets which have been served, classified according to offense and according to the officer serving them. (See page 209.) Summaries are also kept of the dispositions. The forms to be used should be developed from monthly report tables 12-15, in order to assure recording the data to be tabulated in these tables. If traffic beat cards are used, entries are made on them also. (See page 140.)

Parking Violations

The citation just described may be used for parking violations or a special ticket may be provided. If a special ticket is used the duplicate, which is attached to the automobile of the violator, should be of heavy material and of an attention-demanding color. Because wires or gummed-surface tickets are inconvenient, it is recommended that scotch tape be used to attach tickets to the windshield.

Parking violation notices are usually in duplicate, although some departments have tickets in triplicate in order further to guarantee against ticket-fixing by providing for an audit of all tickets by the city finance officer. The originals of parking violation notices or citations are placed in a pending file according to the date served, and an entry is made in the daily traffic summary showing the number of tickets served by each officer, classified according to offense. When the duplicates are received from court, an entry is made in the daily traffic summary showing the number of tickets dismissed, the number of suspended sentences, and the average fine, each group classified according to offense. Tickets issued to out-of-state (and in some instances, out-of-county) cars are destroyed, notations being made in the summary. Since parking violations have no direct bearing on the accident rate, a record of them in the driver file is not considered worth while.

Traffic Warnings

Many departments, including state police organizations, use a notice of violation instead of a citation to warn of traffic violations, defective vehicles, and violations of parking regulations. (Form 32b.) Such notices are especially useful in dealing with violations involving defective lighting equipment, dirty or partially concealed license plates, and other defects of the vehicle which may be discovered in its operation or from an inspection.

²⁰Some departments do not record the disposition on the original citation (or index card) in the driver file. In this case, the ledger number and ledger page number must be inserted on the citation (or index) in order that the disposition may be obtained from the ledger when desired.

POLICE RECORDS

The notice may be a simple warning without follow-up and probable issuance of citation, or it may amount to a combination warning and notice of violation which provides that, in the event the driving history of the violator or the circumstances of the violation justify prosecution, the notice will be followed by a citation mailed from headquarters. The headquarters'

VIOLATIONS TICKET

Date	Time
Name	Oper. Lic.
Address	Date of birth { Mo Day Year
Make of car	Lic. No.

You are hereby notified that you have violated the traffic laws by:

on _____ in _____ County.

A report of this violation will be forwarded to _____ Police Department and you may be ordered to appear in court to answer the charge.

Officer _____ No. _____

(over)

(Front)

This violations ticket is a part of the permanent record of your operation of a motor vehicle. If it is found that you have previous violations on record, you may be ordered to appear in court to answer a charge that will be placed against you.

If this violations ticket is received because of defective equipment, you should repair the defects listed and then take your car to a police station or sheriff's office for inspection. After approval by the inspecting officer, this ticket should be forwarded to the _____ Police Department.

APPROVED

(Reverse)

staff determines whether there shall be issued a citation calling for the appearance of the driver in court.

The combination of warning and notice of violation is more useful and effective than the simple warning. The offender will not know for some time whether he will receive a citation. Citations will need to be issued only in cases where the previous driving record or the conditions of the violation justify.²¹ Some departments follow up warning notices with a letter which urges the cooperation of the driver in the safety program. However, the police have generally failed to realize the public relations value of this practice of impressing the citizen with the fact of their interest in his safety. When the incident is disposed of as provided by department regulations, the original copy of the warning notice is placed in the driver file for ready reference in case of future violations.

PARKING VIOLATION WARNING		A 2682
Lic. No.	Make	
<p>This warning is recorded against your name at police headquarters for the violation listed below.</p> <p>If you have received a previous warning, you will be summoned by mail to answer this present charge.</p>		
Name	O.L. No.	
Address		
Violation		
Location	Time	
Officer	Date	
POLICE		

FORM 32C. PARKING VIOLATION WARNING (5"x3")

Notices of defects are issued in duplicate. The duplicate is given to the driver of the automobile and the original is sent to the records division, where it is held in a pending file awaiting the return of the duplicate with a notation that the defect has been corrected. Some departments, especially state police organizations, provide on the reverse spaces to be filled in by a vehicle inspection station or a garage, indicating that the defect has been corrected. Some municipal police departments require that the notice of defect be delivered to some police officer who will inspect the vehicle to determine that the defect has been corrected.

²¹See Wichita Police Department, "Police Control of the Automobile Driver"; *Journal of Criminal Law and Criminology*, May-June 1939, pp. 83-95.

The extent to which defect notices are followed up varies greatly. Some departments make no effort to follow up the notice; others send out a form letter to drivers who fail to return the notice. Some send more than one warning letter, and others follow one or more warning letters by a citation or the issuance of a warrant.

Parking violation warnings (Form 320) should be used to inform citizens of new regulations. Some departments use them also instead of a citation. The use of the warning is usually restricted to violations of overtime parking regulations. It may, however, include any type of parking violation.

The original of the form is sent to the records division where it is filed according to license number in a parking violation file. If previous violations are recorded against that vehicle, a decision will be reached with reference to the issuance of a citation or warrant based on departmental policy. The policy of the department will vary as to the number of violations permitted before a summons or warrant is issued and the period of time allowed for the stipulated number of violations. Some departments clear the parking violation file twice each year—once when the new automobile licenses are issued and again six months later. The period in which the maximum number of violations may occur is then six months. Other departments clear the file only once each year and thus permit the operator of an automobile a limited number of parking violations within the calendar year.

THE USE OF CITATIONS FOR OTHER OFFENSES

The citation (Form 32a) may be used as a process short of actual arrest in a variety of ordinance violations if they are committed by responsible citizens. It is the duty of the police to bring violators before the court in answer to charges with a minimum of inconvenience to them and to the work of the department. In cases of minor violations, the arrest and transportation of responsible citizens to police headquarters and detention or jailing pending release on bail is an unreasonable inconvenience to the citizen and an unnecessary, time-consuming task for the police.²²

Citations may be used in all cases of violations of ordinances except those amounting to a breach of the peace or involving moral turpitude if the identity of the violator is readily established, if he may reasonably be

²²"The advantages of notification methods are legion. First of all, they obtain the necessary objectives without subjecting citizens to the humiliation and inconvenience of physical arrest. City and state regulations are so diverse that they entangle thousands of permanent residents engaged regularly in lawful business, and who have a social status among respectable friends that is worth maintaining. Arresting and jailing is particularly ironical when large proportions of these cases are dismissed or discharged summarily. . . . Then there is the elimination of bail evils. . . . When an officer catches a petty offender he is likely to think twice before taking him into custody if the arrest necessitates a long trek to headquarters. . . . A final but none the less important advantage is its saving in man power and money. The cost of the officers' time and equipment in taking offenders into custody is a large item. Adding jail expense to this, the total saving would form a large figure in any police budget, not to mention the social economy involved." Donald C. Stone, "Arrest Procedure of American Cities," *Tax Digest*, August, 1930, pp. 281-82.

expected to appear in court, and if apprehension seems likely in the event of failure to appear.

The regular traffic citation may be used for instructing such violators to appear in court. Details of the violation and booking information are noted on the reverse of the original by the officer. The booking officer prepares an arrest record as though the prisoner had been arrested and released on his own recognizance. The original of the citation is stapled to the notice of arrest and disposition Form 231, which is then forwarded to the court clerk for the preparation of the docket, while the record of arrest is forwarded to the complaint clerk for the preparation of the case sheet.

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PERSONAL IDENTIFICATION RECORDS

THE RECORDING and control of cases and of persons charged with offenses, described in Chapters 3 and 4, is supplemented by a third major division of police records, namely the recording and classification of descriptive information and the recording of the criminal history of certain offenders who may need to be identified in the future. Criminal identification includes two problems: determining the identity of a prisoner (or recording, classifying, and filing descriptive data useful in his future identification) and determining the identity of a criminal from traces left at crime scenes.

FINGERPRINTS AND RELATED RECORDS

Of the various methods of criminal identification, the fingerprint system is the most reliable. Identifying criminals by name (the method usually followed in identifying persons) is unsatisfactory because of the frequent use by criminals of aliases. Photographs are unsatisfactory for two reasons. The powers of observation and the memory of persons called upon to make identifications are necessarily limited. It is also difficult to classify and file photographs by identifiable characteristics. The classification of anthropometric measurements (as developed by Bertillon) proved a useful method of positively identifying criminals, but this system was shortly replaced by the fingerprint system, which has the advantages of simplicity, speed, and accuracy. The system is almost completely objective and consequently minimizes the personal equation of the operator.

While the fingerprint record provides positive identification, the police must supplement it with a record of physical characteristics and in some cases a photograph of the criminal to aid in visual identification when fingerprints are not available. Certain other records are also highly desirable. Identification records, therefore, include: (1) description cards; (2) ten-digit fingerprint cards; (3) single fingerprint cards (not used in all departments); (4) photographs of criminals; and (5) criminal histories.

Identification records have their own number series; an identification number is assigned to each criminal to identify records relating to him. The same number is used for each subject, regardless of how many times he may be arrested or fingerprinted. This identification number appears

on the fingerprint card, the description card or sheet, the criminal history sheet, and the photograph.

Fingerprints are recorded chronologically in a ledger. The entries include the name and identification number, the case number, the fingerprint classification, and the date.

Fingerprinting Prisoners

Fingerprint records are the heart of any identification system. In establishing a fingerprint system decisions must be made as to which prisoners are to be fingerprinted and photographed, the place where the fingerprinting is to be done, and the person to perform the task.

The policy as to which prisoners shall be fingerprinted varies somewhat among police departments. The increasing recognition of the desirability of civilian fingerprinting and extension of the practice have served to decrease opposition to fingerprinting prisoners, and in recent years there has been a tendency to increase the classes of offenders fingerprinted. Some departments fingerprint every person who is locked in jail. Most of them exempt traffic offenders and the violators of less important city ordinances. State laws often specify which prisoners shall be fingerprinted. Usually all prints permitted by law are made. The policy of each department should be established by regulation in order to avoid error through misunderstanding. A prisoner subject to fingerprinting should be fingerprinted each time he is arrested, even though his prints are already on file, in order that a copy may be sent to the Federal Bureau of Investigation. This procedure brings the criminal history file up to date after each arrest. (See page 130.)

CASE NO.

PHOTOGRAPH ORDER

In addition to fingerprints, please take a photograph of

, held on charges of

Commanding officer.

Taken by

Date

Date

Mug number

Large departments maintain single fingerprint files, but none of them file single prints on every prisoner who is fingerprinted. Generally, single fingerprints are taken only of prisoners charged with robbery, burglary, auto theft, and other grave crimes.

In the interest of economy, not every prisoner who is fingerprinted need be photographed. It is sound policy to photograph all prisoners charged with a felony, any larceny or confidence game, or with any act of sex degeneracy. Known prostitutes and those designated by a photograph order (Form 33) should also be photographed. The photograph order (eventually filed with the case) is issued by any commanding officer and directs that a photograph be taken of a prisoner who would not otherwise be photographed.¹

The practice of bringing prisoners from the jail into the identification quarters for fingerprinting and photographing is unnecessary and unsound. The transfer of prisoners from the jail to the records office is a waste of time of all officers involved. Such transfer offers a chance for escape, especially if the distance is great or if the transfer involves going from one building to another, through public corridors, or through several rooms. Prisoners may be fingerprinted and photographed in the jail proper or in an adjoining room with no outside entrance.

The fingerprinting of prisoners by identification officers has certain disadvantages. In the first place, this practice wastes the time of the identification officer and the jailer. Time is lost in traveling from the records office to the jail, sometimes a considerable distance. The admitting of an identification officer may interrupt jail duties and the officer may therefore be kept waiting some time before he is admitted. Moreover, prisoners arrested and released during hours when identification officers are not on duty will not be fingerprinted if this task is performed by these officers. Prisoners should be fingerprinted and photographed in the jail, and efficiency demands that these activities be performed by the jailer. Neither process is difficult to learn.

Description Sheet

A description of the physical characteristics and certain other identifying information relating to the criminal must be recorded. To record this information directly on the fingerprint card is inadvisable. Data are frequently desired for which no spaces are provided; in addition, a proper recording of the information on this card would necessitate a typewriter in the fingerprinting room. The information, written in ink by the fingerprinting officer on a description card or sheet, such as Form 34, may later

¹When a prisoner, held on a charge not requiring a photograph, has a felony charge placed against him, the officer directing the charge to be changed executes a photograph order and presents it to his commanding officer for approval and then immediately forwards it to the division charged with photographing prisoners.

DESCRIPTION CARD			
Ident. No.	Taken by		CASE NO.
Name	Address		
Aliases	Nickname		
Date arrested	F. P. Class		
Crime			
Sex	Color	Ht.	Wt.
Hair	Eyes	Comp.	
Occupation	Birthplace	Date of birth	
Marks, scars, and amputations			
Name and address of relatives and associates (indicate relationship)			

FORM 34 DESCRIPTION CARD (8"x5")

be typed on the fingerprint cards. The description sheet may then be filed with the case where it is available for reference by the investigating officer.

In the preparation of this form, the name, case number, and charges are copied from the arrest record or from the daily jail sheet. If possible, the true name is ascertained if it is different from the one under which the prisoner was booked, any other aliases which may have been used, a physical description of the prisoner, and the names and addresses of near relatives are also recorded. The identification number is left blank, except in those cases where a photograph is taken; it is inserted by the fingerprint clerk at the time he makes the entry in the fingerprint ledger.

Fingerprint Card

The number of copies of the 8"x8" fingerprint card made of prisoners fingerprinted is determined by department procedure. Ordinarily one set is taken for the local department and another for the state bureau, if such a bureau is maintained; in all cases a set is taken for the F. B. I. Additional prints may be taken for other interested federal agencies. If desired, one set of fingerprints of the more serious offenders may be taken on a form of transparent paper (glassine) which will serve as a negative in photographically reproducing as many copies as are needed.

Many departments fingerprint applicants for taxicab drivers' licenses and other types of licenses and permits. Fingerprints are taken and assigned an identification number in the manner described above except that the

description sheets do not bear a case number but are filed in the application file under the name of the applicant.

The fingerprint cards, each clipped to the appropriate description sheet, are forwarded to the records division. The fingerprint clerk there classifies them and searches the alphabetical index file. If the results are negative, he makes a search of the fingerprint file. He then makes an entry on the record of arrest card which is in the jail file at the counter, indicating whether the prisoner has any previous record and whether he is wanted on some other charge (page 92); he makes an entry in the fingerprint ledger and inserts the identification number and classification on the description sheet and types in the descriptive data on each of the fingerprint cards. The fingerprint cards are then indexed and filed.

Notices received from other jurisdictions of persons wanted, containing the fingerprint classification and one or more fingerprints, are also filed in the Henry fingerprint file as though all ten fingers were shown. These notices should be on 8"x8" sheets of sufficiently heavy material to be suitable for filing. If odd-sized or light ones are received it will be necessary to paste a backing sheet on them. If departments send out wanted notices on stock suitable for filing and 8"x8" in size they assure that a larger percentage will be usefully filed by other police departments. Wanted notices which indicate the fingerprint classification but do not include at least one fingerprint are not filed in the fingerprint file.

Latent Fingerprint File

Fingerprints of unknown criminals, developed at the scene of crimes and held as evidence and as an aid in identifying the criminal, are filed according to their single fingerprint classification (after being checked against the single fingerprint file). Many latent fingerprints are so fragmentary that classification is impossible, in which case they may be filed according to crime classification. Departments which do not maintain a single fingerprint file frequently file all latent prints according to crime classification. Either a card file or an album may be used. The comparison of the fingerprints of an apprehended criminal with the latent prints on file sometimes results in identification and the clearance of other crimes.

Photographs of Prisoners

Before photographing, a check is made with the records division to determine whether the prisoner has been previously photographed by the department. If a previous photograph was taken over five years ago, or if it is a poor likeness, a new one is taken. In this case the same identification number is used.

The identification number appearing on the fingerprint card indicates whether a photograph has been taken. If a photograph has been taken, the photograph or identification number does not have a letter in it; if a

PERSONAL IDENTIFICATION RECORDS

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POLICE DEPARTMENT		Ident. No.	
Name		CASE NO.	
Sex	Color	Age	Ht.
Wt.	Build	Hair	
Eyes	Comp.	Occup.	
Marks, scars, etc.			
Date arrested			
Charge			
Criminal specialty			
F. P. class.			

FORM 35 MUG FORM- REVERSE

photograph has not been taken, the identification number is the last photograph number followed by the letter "D" and a number indicating whether it was the first, second, third, and so on, set of fingerprints taken since the last photograph. For example, if the identification number is 6483D12, it is the twelfth set of fingerprints taken without photographs since prisoner 6483 was photographed.

If it is the policy of the department to take full-length and group photographs of certain prisoners, instructions for their taking are transmitted by photograph order. (See page 126.) Such photographs are filed with the case or, if desired, they may be placed in a separate file or album.

In the days of the rogue's gallery, photographs were mounted on a stiff card. There is now no need for such mounting, and this expensive and inconvenient practice has been discontinued by practically all departments. However, the photograph should contain on the reverse information regarding the subject. Entries are made in the spaces imprinted on the reverse by a rubber stamp; Form 35 illustrates the entries desired. The important data are the name, date arrested, charge, and physical description.

The records division keeps available in a card file several copies of photographs for the convenience of the officers. A 3"x5" or 4"x6" file is best suited to this purpose, the photographs being arranged in numerical order. All of the photographs in the file are "backed up," that is, descriptive data are listed on the reverse. Negatives are usually filed according to number in the police laboratory or near the dark room, where they are available for the preparation of additional prints. A folded sheet, with one side a quarter of an inch wider than the negative for insertion of the identification number, is an economical device in which to file negatives to prevent scratches.

One copy of each photograph is also filed according to the criminal specialty of the subject. Most departments include such classifications as robbers, burglars, car thieves, shoplifters, check artists, con men, sex offenders, prostitutes, and thieves. These photographs may be kept in a "mug" book, pasted in chronological order according to crimes, and fastened in with rubber cement. Rubber cement is inexpensive, does not lose its adhesive quality, and does not curl the paper. Many departments, however, use a visible index for filing their photographs, and this plan has several advantages over the mug book. It permits the arrangement of the photographs not only according to crime but according to other classifications; they may be arranged in order of height and, by using colored tabs, it is possible to indicate other characteristics such as age, color, other offenses, or subdivisions of the main crime specialty. The visible index also provides maximum flexibility; the cards are merely inserted in slots and may be inserted or removed easily. Finally, it is a neater method of filing, for pasting, which at best is a messy operation, is eliminated.

Criminal History File

A complete record in one place of the known criminal acts of individual offenders is an important aid to the police. To record each arrest as well as every other contact (such as minor complaints and traffic violations) which the police may have had with the criminal would involve an amount of work out of proportion to the value of the product. Consequently, the criminal history is usually limited to criminal offenses which have resulted in the fingerprinting of the subject.

The criminal history file (letter-size folders) should consist of F. B. I. criminal history sheets arranged according to local identification numbers, with 50 sheets in each folder. The local identification number is inserted in the upper right corner of each sheet. If several individuals, all with no previous records, are listed on one F. B. I. sheet, separate "No F. B. I. record" sheets are prepared for each and inserted in the file. A sheet of letter-size paper bearing the name, identification number, and the notation "No record, F. B. I." will suffice. Before they are filed, criminal history sheets showing arrests for violations of prostitution, drug, liquor, or gambling laws are initialed by the head of the vice division, and all criminal history sheets are initialed by the captain of detectives.

In some departments a combination identification and offense (case) file contains statements, newspaper clippings, investigation reports, and correspondence for each fingerprinted subject. This all-inclusive file is wasteful of folders (since one is used for each subject), filing equipment, and office space. In addition, it tempts misfiling of material that properly belongs with the case. The only materials which properly belong in a criminal history file are identification records (F. B. I. criminal history sheets, description sheets, photographs, and extra fingerprint cards). Since the file is

limited to F. B. I. criminal history sheets, a separate photograph file is required. Description sheets and extra fingerprint cards are filed with the case.

RECORDS IN PROCESS OF DEVELOPMENT

Progressive departments are constantly attempting to improve present records procedures and to develop new ones useful in identification and investigation work. In addition to the tried and tested records and procedures described above, certain other methods of personal identification have been developed. While the merit of some of them has not been conclusively demonstrated, it may be possible to perfect them through use so that they will be thoroughly practical.

Modus Operandi

The modus operandi system consists of records which describe the method of operation of a criminal, classified and filed in such a way as to aid in: (1) identifying the crime as one committed by a known criminal, or (2) identifying the crime as one of a series committed by an unknown criminal. Modus operandi was developed by Major General Sir Llewelyn W. Atcherley, when Chief Constable of the West Riding of Yorkshire, England, early in this century. A modification of the Atcherley system is now used by Scotland Yard and other British police agencies. The reported successes prove modus operandi a useful investigative tool for the English police.

This system of identification with modifications was introduced in the United States by August Vollmer, when chief of police of Berkeley, California. The Vollmer and other modifications of the original Atcherley system have been used by a number of police organizations in this country. However, the American police have not had sufficient experience with modus operandi to establish its worth. Some have reported gratifying returns; others have been dissatisfied with the results.

As in other technical procedures, the value of modus operandi rests largely on the skill of the operator. It is possible that some of the American police have failed to obtain satisfactory results because of ineptitude or improper use of the system. In modifying the Atcherley system they may have omitted important fundamentals. Investigating officers may have lacked skill in discovering and reporting facts essential to the proper classification of the crime. Also, the operator of the modus operandi file may have lacked skill in classifying the data and making search. Considerable research must be done before a decision may be reached regarding the possible value of a modus operandi system for the American police.

Regardless of the value of modus operandi in identifying a crime as having been committed by a known criminal, it is a useful investigative tool when used in tentatively identifying a crime as one of a series committed by an unknown criminal. If the methods of operation used in committing crimes

are skillfully classified, it is sometimes possible to select those which have probably been committed by the same criminal. Index cards on which the classifications are entered permit reference to cases which are comparable in any number of factors to the crime being investigated. The detective is thus provided with a list of crimes committed in a similar manner. A careful study of each crime within the series may result in the elimination of some but the leaving of others with enough characteristics in common with the current crime to justify the opinion that they were all committed by the same criminal. If the perpetrator of any one of the series of crimes is apprehended, the police have an opportunity to effect the clearance of several in the series by concentrating their effort on a relatively small number of offenses rather than attempting to pin all of the current crimes of a given class on the trapped criminal.

The use of the classification index file is the simplest form of *modus operandi*. It is not so flexible as a more elaborate filing system, since there is usually but one index card on each crime. However, it does permit filing the classification index cards according to the class of crime, further subdivided according to characteristics which provide the greatest chance of identification.²

A more elaborate procedure consists of establishing a number of index files, one for each of several factors connected with the crime: type of crime, property attacked, how attacked, means of attack, time of attack, object of attack, and trade-mark. For each crime an index card is made on each of these factors and each crime is cross-indexed.

At least one major police department in the United States has reported gratifying results in the operation of *modus operandi* by the use of punched cards and sorting equipment. The present mechanical sorters of punched cards are not entirely suitable for *modus operandi* operation because of the large number of cards with almost identical factors which would be eliminated by one dissimilar factor in this type of sorting. A sorter using electrical contacts or photoelectric cells would permit a selection of all cards alike in any given number of factors regardless of sequence, and would thus give the same results obtained by laborious visual matching.

Questionable Character File

A part of a complete *modus operandi* system consists of the classification of the methods of operation of known criminals. A modification is used by some departments which file index or description cards on potential offenders according to the criminal specialty. Such a questionable character file provides the officers with information regarding potential offenders, making available a list of suspects in the event of a crime. For example, cards would be filed on all known sex offenders who had shown by past

²A technique for measuring the identification value of possible factors is outlined in Wichita Police Department, *Modus Operandi* (Wichita, 1939, 68 pp. mimeographed).

behavior abnormal traits which would make them likely suspects in the event of some serious sex crime. The information needed for such a file may be obtained from the detective and patrol divisions; it is then available for patrol officers to include in their notebooks, for maintenance in a file at headquarters, or both. Frequently pin maps are used in connection with a questionable character file, the criminal specialty being indicated by the color of the pin which is inserted on the map at the residence and place of occupation of the potential offender. Officers are thus informed of potential offenders residing or working on their beats.

Identification by Personal Description

Some departments, as an identification aid, file index cards on wanted persons and known criminals according to their physical description. Index cards made on any wanted notices are filed according to such physical characteristics as sex, color, age, height, weight, build, color of hair and eyes, marks, scars, and deformities. Except for scars and deformities, sufficient experience has not yet been had to determine the usefulness of such files in making identifications.

The Berkeley Police Department is experimenting with punched cards for recording physical characteristics and the *modus operandi* of known criminals. On the basis of the description of the perpetrator given by the victim, cards of known criminals with corresponding characteristics are selected. A photograph on the punched card enables the victim to review quickly the photographs of persons whose physical descriptions and *modus operandi* closely correspond to those of the perpetrator.

In the event sorting equipment is developed which will permit the selection of cards which are identical in a given number of factors without regard to sequence, it seems likely that punched cards will prove a valuable aid to the police in selecting a group of likely suspects for consideration by the victim.

Handwriting File

The handwriting on bad checks and other bogus instruments may be classified and filed for purposes of identification with samples already on file. The Lee and Abbey^a system of classification is based on the following factors: form, skill, connection, shading, movement, embellishment, terminals, and slant. This type file has proved useful to state bureaus of identification and to police departments in large cities.

^aC. D. Lee and R. A. Abbey, *Classification and Identification of Handwriting* (New York, 1922).

6

RECORDS WORK IN THE OPERATING DIVISIONS

AS REPEATEDLY POINTED out in previous chapters, the maintenance of a police records system is a collaborative undertaking of the central records unit and the operating divisions. The operating divisions are the principal consumers of the information and services supplied by the records division, even though the help which the records division can give to the chief of police in planning, controlling, and evaluating the work of the department is alone sufficient to warrant the maintenance of central records facilities.

In addition to the participation in records work already described, the patrol, traffic, detective, and other operating divisions perform other records activities. Some of these consist of the initiation of certain special reports which flow into the central records unit. The remainder consist of the maintenance of certain records which each division requires for its own special use. This chapter outlines the character and use of some of these special records and how they, together with other records activities of the operating divisions, tie into the general system.

A description of these special records activities will help to clarify the relationship (which is not always clear cut) between the records activities of operating divisions and the central records system. The size of the department, its organization, the physical arrangement of headquarters offices, and the presence or absence of a division secretary are important factors in this relationship. Some of the records tasks of the operating divisions may be performed by a division secretary or stenographic clerk if one is provided. On the other hand, the presence of such clerical help in the operating divisions often tempts them to maintain records which properly belong in the central records office. The temptation of the operating divisions to assume duties, such as the maintenance of case sheets, arrest records, and identification records, which necessarily form a part of the central records system, should be resisted.

THE ROLE OF DIVISION SECRETARIES

Probably the majority of police departments have failed to take maximum advantage of the benefits of secretarial help in the operating divisions. Division secretaries can relieve police officers of many clerical and routine

tasks and they often make possible the performance of bothersome yet important work which otherwise would be neglected. They may handle the telephone for the division chief, organize incoming mail and reports for his attention, and maintain follow-up controls on correspondence requiring attention or on the performance of administrative actions which might be forgotten. Secretaries may help in the preparation of division reports and in the maintenance of such division files as are needed. They may clear reports and correspondence with other divisions concerned. They may serve as receptionists and thereby facilitate proper attention to citizens who call at the division. And, finally, they may handle routine correspondence, make stenographic records of statements or interviews when necessary, and provide stenographic service on a variety of matters.

A number of factors must be considered in determining the advisability of secretarial help in a division. The need for a secretary is determined by the size of the department, the personnel strength of the particular unit, and the nature of the work to be done. If the division quarters are located adjacent to a complaint or information counter there is less need for a secretary than when the offices are isolated. A division which has a general reception room and private offices and interview rooms in which a substantial part of the time of its personnel is spent interviewing complainants and suspects has a greater need for a secretary than a division whose officers spend all of their time on the street and which receives infrequent visits from the general public.

In the case of physically compact departments, the needs of divisions requiring only part-time secretarial service may often be met by the records division staff. Or two divisions may share a reception room and a secretary. Where the volume of work warrants, dictating equipment may be a solution to at least part of the stenographic problem. The cylinders prepared in several divisions can all be transcribed by a single stenographer in the records division, for example, or transcription may be apportioned among several clerks and secretaries engaged in duties which require their constant presence but the irregularity of which permits the performance of other tasks.

The time of division secretaries should be fully occupied. In some divisions secretaries may need to devote all their time and attention to the performance of essential tasks. There are instances, however, where the services of a secretary are considered essential but the secretarial tasks are not so heavy as to require full time. In such cases, provision may be made for devoting spare time to those records duties of the central records office which may be performed without regard to a strict time schedule and without the necessity of removing bulky or important records from the records office. In a small department where secretarial services are deemed essential because of inconvenient office arrangement or for other special reasons, a division secretary may have sufficient free time to undertake major records tasks such as indexing cases and preparing summary reports.

A traffic division secretary, for instance, may maintain the driver file and tabulate, index, file, and follow-up on traffic tickets. Duties suitable for a detective division secretary include such operations as indexing pawn tickets and foreign circulars, preparing copy for bulletins to go to merchants and for circulars to be mailed to other law enforcement agencies, and maintaining a prosecution ledger. The operation of a telephone switchboard requires constant attendance and limits the quantity and nature of records tasks which the secretary may perform. Services to the detective division offices from the central police switchboard with a tie-in to the secretary's telephone for answering calls for detectives not at headquarters (rather than maintenance of a separate detective switchboard) eliminates unnecessary telephone duties on the part of the division secretary and frees more time for records tasks.

DISPATCHER'S OFFICE

The work of the dispatcher is so closely related to that of the operating divisions, that *before discussing the records work of these units, attention* is directed to the need of certain reference records and devices in the dispatcher's office for the dispatching of officers and for meeting emergency situations. These devices include such items as assignment schedules, maps of patrol districts, blockade plans, prepared broadcasts, store reports, and floor plans of certain business houses. (Some of these devices are discussed in Chapters 7 and 10.)

The dispatcher must know the assignment of each officer so that he may list the name on the case sheet and be in a position to dispatch the officers most effectively. To this end he must have at hand a permanent detective assignment sheet (prepared by the captain of detectives with the approval of the chief) and a permanent beat assignment sheet. The dispatcher must also be informed currently regarding substitutions and temporary changes necessitated by vacations, relief days, illness, and special assignments. All of this information is then summarized on an assignment board placed within easy view; by a mere glance at the board the dispatcher can determine the assignment of officers on duty. Figure X is an example of such a board consisting of horizontal slots (one for each assignment) in which are slipped cards bearing the names of officers.

One method of providing information regarding the availability of officers for assignment is to place immediately in front of the dispatcher a series of city maps on each of which is outlined the patrol districts for one tour of duty. A small electric light in each district, operated by a three-position switch to burn brightly or dimly or to be off, indicates that the officer in that district is available for call, has been sent on a call, or is off the air. A simple control arrangement consists of a bank of as many switches as there are patrol districts on the largest shift and enough additional switches to control a border panel of lights for officers in radio-

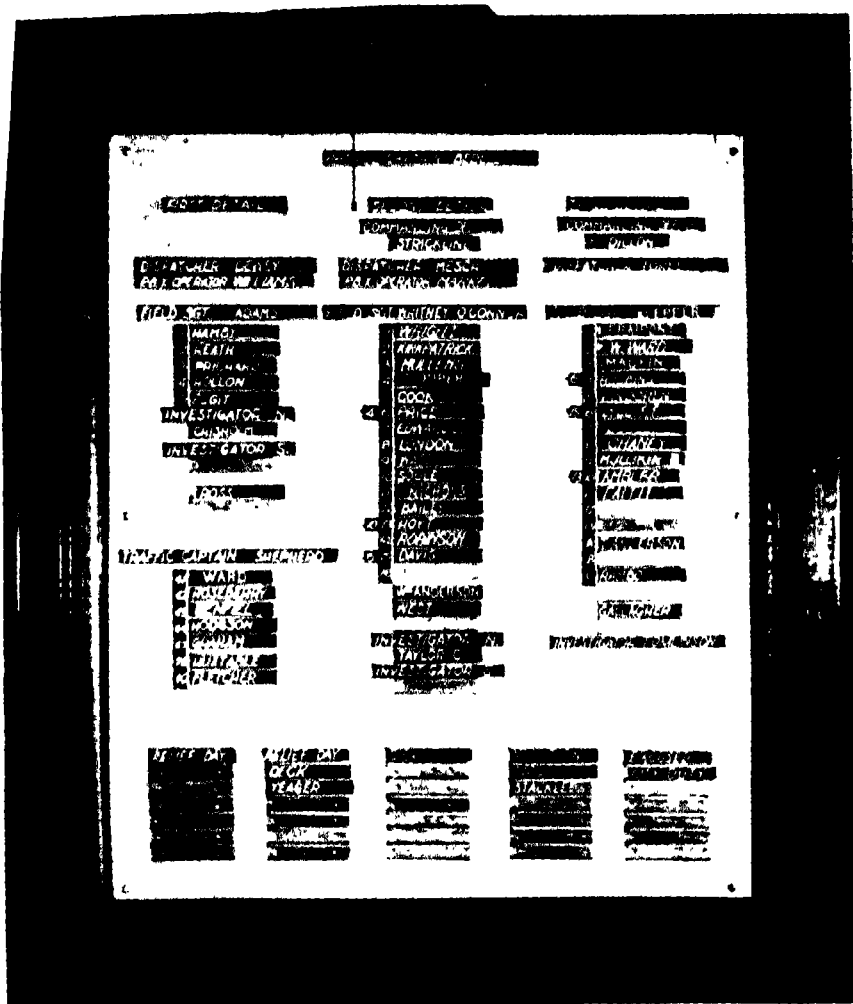


FIGURE X. ASSIGNMENT BOARD IN DISPATCHER'S OFFICE, POLICE DEPARTMENT, WICHITA, KANSAS



FIGURE XI DISPATCHER'S MAP POLICE DEPARTMENT SAN ANTONIO TEXAS

equipped cars not assigned to patrol districts (the commanding officers, patrol sergeants, special investigators, traffic officers, and detectives). Number One switch will operate the light on Number One district on each map, but by a simple switch arrangement only the light of the map for the current shift will operate.

Another method, which permits the use of a larger map by the dispatcher, consists of a rack arrangement with a back board containing a light for each district on each shift. When the map for the current shift is placed in position, the lights on the back board shine through $\frac{1}{2}$ -inch round holes in the board on which the map is mounted, the holes being in positions immediately opposite district lights on the back board. A photograph of such a map arrangement is shown in Figure XI.

A street map and a map of the state showing main highway routes, conveniently located, are also essential to the dispatcher.

The dispatcher also maintains at his desk cards (5"x8") on which he records information to be used in compiling the monthly summary of miscellaneous incidents. Some of the incidents recorded are: (1) doors and windows of commercial establishments found open and lights out over safes, including the date and hour and the name of the officer reporting the matter; (2) unfounded bank and other alarms, listing the time and officers dispatched; (3) ambulance calls, showing the time, location, and nature of the call and the case number if one is made. This procedure on ambulance calls is used principally by police departments which rely on private ambulance service. In departments which operate their own ambulances, the drivers maintain a more complete record, including also mileage and destination. If a department does not use a special service report (Form 18) it usually has special services recorded by the dispatcher on the cards at his desk. At the end of the month, these cards are sent to the records division for inclusion in the monthly report.

PATROL DIVISION

With the exception of the office of the station commander who is in charge of the force on duty, patrol division quarters are not usually open to the public, and complainants who call at the office of the commander are ordinarily referred to the complaint desk. In the event the complaint desk is not conveniently near, the station commander should escort the complainant to the desk or record the facts on a case memo which he forwards immediately to the complaint clerk. The latter procedure is preferable from a public relations point of view.

If an officer on street duty receives a complaint, he should record the facts, take such immediate action as he deems advisable, and at once communicate the information to headquarters. It is important that he take action and not ignore the matter nor pass it off by advising the complainant to report it to headquarters. Most complaints received on the street may

be handled without subjecting the complainant to the inconvenience of calling at headquarters, but in some cases it is desirable that he call there. For example, if the case involves circumstances which make immediate contact with the detectives advisable, the officer should direct the complainant to headquarters and at the same time notify the detective division, or preferably escort him to the division and present him to the proper detective. (See page 143.)

Only in special cases need the officer assigned to the district in which the incident occurred be called to headquarters to interview the complainant personally. However, when the victim neither lives nor has his place of business in that district, or where it would be inconvenient to interview the complainant at his home or place of business, it may be desirable to call the officer to headquarters in the case of more serious crimes.

Squad Room

The working quarters of the patrol division, commonly called the squad room, should have a shadow box¹ for show-up of prisoners and sufficient desks, typewriters, office supplies, and record forms to meet the needs of the patrol force. A display cabinet, preferably with a glass cover, is useful for posting important wanted notices, circulars of special interest, and charts and summaries.

Patrol officers must be informed regarding police activities. Arch files or clip boards are used to make available the records most constantly referred to. Included in this category is the daily bulletin. In smaller cities all of the items on the bulletin are read to the patrol force just before taking their posts, but in cities of 100,000 to 125,000 population or larger the daily bulletin becomes so long as to justify reading only those items selected by the commanding officer on the basis of importance and those assigned to officers under his command. A clip board is more suitable for posting copies of the daily bulletin than an arch file (on which they are apt to become torn), but reports of persons wanted and of stolen autos and bicycles (Forms 6, 7, and 12, which are 8"x5" in size and sufficiently substantial to withstand hard usage) are more conveniently kept on an arch file.

A number of arch files or clip boards should be available for preserving foreign circulars for use by patrolmen. Those which are kept in the squad room are from departments sufficiently close that there is a reasonable chance that the information will be useful to the local police or those containing information on badly wanted criminals for whom a nationwide search has been instituted. Foreign circulars are not placed on squad room files until they have been indexed. (See page 184.)

The location in the squad room of a state highway map and of a city map sufficiently large to permit the clear delineation of city boundaries, will

¹A small stage with head and foot lights (sometimes of a variety of colors with a control switch to permit the simulation of variations in lighting conditions) on which prisoners behind a screen may be paraded before officers and witnesses.

be useful for purposes of reference and training. The posting of spot maps of the location of crimes, criminals, accidents, and the like is the responsibility of the records staff and not of the patrol division. Interest may be stimulated by placing charts of accomplishment in the form of graphs and tabulations in the offices of the other divisions as well as in the patrol quarters.

The commanding officer in charge of the detail about to report for duty is responsible for seeing that the daily bulletin is read to the officers, that the information from the stolen car and persons wanted files is properly recorded in their notebooks, and that a show-up of prisoners is held. During the show-up he reviews the past record and present difficulties of the offender; he presents much of this information by asking the prisoner leading questions in order that the officers may become familiar with the prisoner's voice and actions.

Auto Equipment

Patrol cars should be provided with facilities for making notes. A clip board to which is fastened on the long side a pad of 8"x5" sheets, sloping slightly downward from the horizontal, is a convenient device for the officer in recording information received by radio. If the board is bolted to the cowl at or slightly above the level of the lower edge of the windshield it can be seen most conveniently. A card which permits listing license numbers of stolen automobiles in rectangles according to the last digit is useful in determining whether an observed license number is recorded.

Patrol officers also need to be provided with a number of books of traffic tickets and other forms to be used in citing offenders, warning the inadvertent violator, providing information to citizens, and otherwise meeting the needs of the service. A series of pouches of proper size, like pockets in an apron, made of fabricoid material and tacked to the inside of the driver's compartment just to the left and above the clutch pedal is a convenient way to carry a supply of these forms. The pouches will need to be examined regularly to insure that the supply is adequate.

TRAFFIC DIVISION

The patrol division squad room is ordinarily used also by the traffic force. In the more progressive departments the enforcement of moving violations is the responsibility of the patrol division, and spot maps and charts relating to traffic are posted in the squad room where they are available to officers of both divisions.

The office facilities provided the traffic division staff are determined by the activities of the unit. The chief accident investigator needs office space, and if the traffic engineer is attached to this division, or if there is a traffic clinic, additional space will be required. The conduct of such activities as compulsory motor vehicle inspection, a traffic violators' school, a junior

traffic patrol, or a commercial drivers' contest requires additional headquarters space.

Accident Records

Ordinarily a single case sheet will suffice for accident cases, although there are circumstances which make a duplicate desirable. If, however, the use of the original by the chief accident investigator (who reviews the reports and supervises the investigation of accidents) is not feasible because of inconvenient office arrangement or if difficulties are encountered by the records staff in exercising a proper control over accident records, as is sometimes the case when the traffic officers retain them in their possession for an unreasonable length of time, accident cases may be made in duplicate.

Under some circumstances drivers involved in accidents are required to call at police headquarters to make out an accident report. This procedure raises the question of whether such reports should be filled in at the complaint desk or information counter or the driver sent to the traffic division. In all but large departments where office personnel in the traffic division is on duty at all times, it is sound policy to accept accident reports at the complaint desk and to give drivers assistance there in preparing reports. Provision that traffic officers shall receive such reports is unnecessary in the medium-sized department and, unless their presence is required at headquarters for other purposes, this practice is a serious waste of man power.

Weekly Traffic Beat Cards

A traffic beat card, such as Form 36, will enable the traffic division to determine whether the enforcement of traffic regulations is reasonably effective and to detect beats on which officers are negligent. These cards are prepared by the records division, one card for each beat on each platoon. On them are listed the traffic accidents and arrests, citations, and warnings for moving violations. (See page 119.) The file may be delivered each day for inspection to the captain of the traffic division who returns it to the records

PLATOON		MONTH		194__		Beat Number				
ACCIDENTS					ENFORCEMENT					
Officer	Date	Hour	Location	Violation	Officer	Action*	Date	Hour	Location	Violation

*Indicates whether arrest, warning, or citation by initial A, W, or C.

FORM 36. TRAFFIC BEAT CARD (8"x5")

division before the end of his tour. In departments where the enforcement of regulations governing the movement of vehicles is entirely or largely the responsibility of the patrol division, the traffic captain may pass on to the captain of the patrol division pertinent information from the beat cards in order that action may be taken toward increasing the activity of the officers on particular beats.

Special Traffic Records

The supervision and successful operation of special activities, such as a violators' school, a traffic clinic, compulsory vehicle inspection, junior traffic patrol, a commercial drivers' contest, and parking meter maintenance require special records. Since these records are frequently referred to in the conduct of the special activities and are of little use to other members of the force, most of them may properly be maintained in traffic division quarters. However, if they contain information regarding violations or accidents, they should be cleared through the records office to provide: (1) an index card for the driver file, and (2) a record of previous driving history of value in treating the current case. Such information should be recorded in the case of records relating to the traffic violators' school and the traffic clinic. However, records relating to the operation of the junior traffic patrol and of commercial drivers' contests are so highly specialized that there is no need of maintaining them in the records office provided adequate summaries of these activities are regularly submitted to that office.

Traffic Engineering Records

In some jurisdictions the traffic engineer is attached to the police department and is responsible for general traffic surveys and for the installation of control devices. Data regarding traffic counts, parking surveys, and origin and destination studies and illustrative flow maps and wiring diagrams of signal installations are examples of records which properly belong in his office. He is also responsible for worst-accident-location surveys (intended to reveal the steps to be taken to minimize or eliminate hazards), some of which he initiates as a result of spotting worst accident locations from the general accident spot map.

Citizens frequently report to the administrative head of the city or to the police locations at which they desire some form of regulation. Citizen requests and suggestions deserve careful attention. They should be investigated by the traffic engineer to determine the facts and whether a sign, signal, or marking or a change in the design of the roadway or the routing of traffic is the solution. A report on the findings should be given to the citizen. Form 37 aids in assuring proper disposition of such matters.

The data gathered in surveys of worst accident locations by the traffic engineer, his recommendations, and reports of actions taken are arranged geographically in a location file. This file simplifies the preparation of

POLICE RECORDS

BUREAU OF TRAFFIC ENGINEERING		CARD NO. _____
		FILE NO. _____
LOCATION _____	DATE _____	
NAME _____	ADDRESS _____	PHONE _____
RECEIVED THROUGH _____		
COMPLAINT, REPORT OR SUGGESTION		
INVESTIGATION		
ACCIDENT RECORD	FIELD OR OFFICE STUDIES MADE	
	DATE _____	BY _____
	DATE _____	BY _____
	DATE _____	BY _____
DISPOSITION		
REPORT TO _____	DATE _____	REMARKS
LETTER TO _____	DATE _____	
TRAFFIC ORDER NO. _____	DATE _____	
WORK ORDER NO. _____	DATE _____	

FORM 37. TRAFFIC ENGINEERING COMPLAINT RECORD (8"x5")

reports summarizing surveys, recommendations, actions, and results. Unless the traffic division maintains a full-time office personnel during business hours, the file should be located in the records division where it may be readily consulted in the event inquiry is received by the chief of police or other commanding officer regarding the accident situation at some particular location.

Regardless of where the function of maintaining traffic control devices is located (whether in the traffic or other police division or in some other municipal department), records are useful in directing and supervising the workers, in following up on work orders, in summarizing accomplishments, and in evaluating results. These records originate with the traffic division or the maintenance personnel; they merely indicate work done and are not necessary for reference in connection with continuing operations. They should be filed in the records office and not in the traffic division so that they may be easily consulted and may be used in the preparation of summary reports.

DETECTIVE DIVISION

If the detective division needs a full-time secretary, that person may answer calls for detectives away from their quarters and provide stenographic service in taking statements from prisoners, writing letters, and in some instances assisting detectives in the preparation of reports. Under no circumstances is the case sheet to be prepared in the detective division. If a person calls at detective quarters for the purpose of reporting a crime handled

RECORDS WORK IN THE OPERATING DIVISIONS 143

by that division, the secretary records all of the necessary information on a complaint memo (Form 5) except cases recorded on auto and bicycle theft reports (Forms 6 and 7). The memo or other report is forwarded immediately to the complaint clerk for recording; it is not held until the result of the investigation is known. If the incident requires the attention of a patrolman at headquarters (as described on page 138), a notation is made on the memo in order that the dispatcher may summon him. The complainant is introduced to the detective who handles the particular type of investigation involved, and the patrol officer, on arriving at the police station, confers with the detective in charge of the case. In the event the detective is not in, the patrolman obtains the facts necessary to his investigation, and unless circumstances make it advisable for the citizen to remain until the detective arrives, he is informed that the detective will contact him at a later date.

Typewriters or dictating equipment should be provided for all detectives, and each should have a file drawer in which to store duplicates of cases to which he is assigned. Such drawers are divided into three compartments—for live cases, cases which have been closed, and cases which have been cleared by arrest. Each detective is prone to consider his file as a records office and the contents of the drawer should therefore be inspected frequently to assure that no material is attached to the duplicates except copies of original reports.

Detective Summary

A summary sheet, such as Form 38, furnishes a day-by-day record of the activity of each detective. This summary is available for inspection by the detective's commanding officer at any time during the course of the month. At the end of each month, these sheets are submitted as a check against the records division tabulations on clearances and recoveries.

The case number, classification, name of complainant, and date reported to the department are inserted on the detective summary at the time of assignment. If the case is cleared, notation is made to indicate how it was cleared—whether by prosecution, by exceptional clearance, or as unfounded. Columns

DETECTIVE				SUMMARY for Month of					
CASE NO.	Classifi- cation	Name of Complainant	Date Reported	Cleared		Unfounded	Juvenile	Adult	Property Recovered and Remarks
				Pro- secu- tion	Other- wise				

FORM 38. DETECTIVE SUMMARY (8½"x11")

are provided to indicate whether the person arrested was a juvenile or an adult. The record of stolen property recovered is inserted in the proper column. When a case from a previous month is cleared or property is recovered, an entry is made on the summary of the current month, the date serving to distinguish current from previous cases.

JUVENILE DIVISION

The personnel strength and the nature of duties assigned to the juvenile division determine the records to be maintained. Complaints involving juveniles as offenders or victims are handled in exactly the same way as other complaints and a duplicate copy of reports is not ordinarily provided the juvenile division.

The juvenile division usually maintains a case history of each offender, recording personal data regarding the juvenile and his parents, brothers, sisters, and other relatives and persons residing in his home. Included is an account of previous police contacts with the offender or other members of the family, a summary of contacts made by social service agencies in the community, and, in some instances, the results of physical, neurological, psychological, and psychiatric examinations and an account of the treatment provided. A sheet, such as Form 39, is useful for making this record. A follow-up is maintained to assure investigation and supervision.

VICE DIVISION

The nature of vice division activities requires secrecy in operations. The money profits involved in commercialized vice and the fact that such activities are sometimes supported by otherwise responsible citizens creates a difficult problem for the police. Since ready money is to be had for the sale of information about police vice control activities, investigations of commercialized vice are conducted with greater secrecy than are most other police activities, and safeguards are taken to keep information from persons who take no part in the investigation. Every member having access to information on cases under investigation by the vice division is subject to temptation, and when plans miscarry vice division personnel suspect that the information has been supplied by some member of the department.

Two plans may be used to keep vice information confidential. The first is to maintain a separate vice division records system for recording matters to be investigated by that unit. Cases with investigation reports submitted by vice officers and their undercover operators are retained permanently in the vice division quarters. Under this system regular case sheets, investigation reports, an exclusive vice division daily bulletin (only necessary in larger departments), and a separate number series are used. When an arrest is made on a case already recorded in this system, it is handled like any other arrest, a new case sheet being made by the complaint clerk, with the usual resume on the regular police department daily bulletin. An inves-

JUVENILE CASE HISTORY

NAME		Date		Juv. Div. No.	
ADDRESS		Also known as			
DESCRIPTION: Sex		Color	Age	Birth date	Birthplace
Height	Weight	Build	Hair color	Eye color	Complexion
School	Grade	I.Q.	Date	Came to city	Occupation

FAMILY HISTORY

Marriage				Natural Father		Natural Mother	
Date				Name		Name	
Place				Address		Address	
Proof				Age		Age	
Des.	Sep	Div.	Wid.	Birthplace		Birthplace	
Date				Health		Health	
Where				Schooling		Schooling	
Mother remarried				Occupation		Occupation	
Father remarried				Religion		Religion	
With whom was child when				Employed?		Employed?	
case was originated?				Salary		Salary	
Habits --							
Are parents cooperative							

OTHER LIVING CHILDREN

	Name	Sex	Age	Birth date	Birthplace	Occupation	Arrests	Address
1								
2								
3								
4								
5								
6								
7								

HOME REPORT

Home owned	Rented	Amount of rent	Number of rooms
With whom does child sleep?	Where	Upkeep	Neat Untidy
Lodgers. number, age and sex			
Home adequate? Economically, Yes	No	Socially, Yes	No Physically, Yes No
Pleasant, Yes	No	Harmonious, Yes	No Interest in home
Friction in home? Yes	No	If yes, check between child and whom: With Father	
Mother	Step-F.	Step-M.	Brother Sister Is there friction between
parents? Yes	No	Other friction? Yes	No

Turn page up from bottom

SOCIAL ACTIVITIES

Associates
Evenings spent
Special interests
Amusements
Vacations spent
Sundays spent

RELIGIOUS ACTIVITIES

Denomination
Church
Reg. Sunday school attendant
Reg. church attendant
Y. P. society
Not interested

DELINQUENT HABITS

Tobacco
Liquor
Disobedient
Sleeps out
Stays up late
Offensive speech
Hard-boiled attitude

Assault
Auto theft
Burglary
Curfew
Destroy prop
Disorderly
Gambling
Incorrigible
Larceny

OFFENSES

Runaway
Sex offenses
Shooting
Throwing
Traffic
Trespassing
Truancy
Vagrancy
Other

CAUSAL FACTORS IN PRESENT SITUATION

- A. Physical defects. Yes No Ill health Yes No Details ..
B. Mental defects. Yes No If yes, check Subnormal Unstable Deranged
Repeat I. Q. Other details
C. Home conditions remarks
D. Is school adjustment good? Yes No Is there school friction? Yes No
Is special instruction needed? Yes No Remarks
E. Neighborhood Are recreation facilities lacking? Yes No Are associations poor?
Yes No Is home near playground? Yes No What are child's hobbies,
special activities, or skills?
F. Is absence of church affiliations a factor? Yes No
G. Is unemployment a factor? Yes No Who unemployed?
H. Is there some other important factor? Yes No Specify

MISCELLANEOUS

Police History.

Previous agencies interested:
Assistance from other agencies
Child now confined in.
Parents notified by.
Other remarks:

Aid given
Requested Provided
Does child admit charge?
Referred to juv. div. by

Juvenile officer

Disposition:

Date

tigation report, to be filed in the central records office, is then written by the vice division personnel. The vice division case number and such information as is deemed advisable are included.

The other plan, satisfactory in small departments, calls for the use of "silent" cases (see page 56), which are retained in the vice division office until they are disposed of and are then forwarded to the records office for the usual indexing and filing. An index of cases for the current month is kept for tabulation of the monthly report. (See page 208.) An arrest ledger similar to the prosecution ledger in the detective division (see page 101) is also maintained. An arrest on any vice charge by officers of any other division would be handled, so far as records are concerned, exactly like any other arrest except where circumstances justify further investigation by the vice division.

Under either plan, index files maintained in the division which are useful in present and future vice investigations are a location file of places which have given or may give trouble, an automobile license number file, a file of suspects, a file of contacts containing, alphabetically arranged, the names of persons who have supplied the police with useful information, and an undercover operators' report file in which are placed daily reports submitted by undercover agents.

The vice division frequently maintains its own vault for preserving evidence and seized property. The property within the vault ordinarily serves as its own inventory; only in large departments is an inventory index necessary. Monthly summaries of evidence and contraband seized are supplied to the records division for inclusion in the monthly report.

SUBVERSIVE ACTIVITIES

An even greater need for secrecy exists in reporting the investigation of subversive activities, criminal syndicalism, and sabotage. In addition to the possibility of information regarding police investigations falling into the hands of persons who might be involved in such activities, there is the danger that complaints may be lodged with the police regarding alleged subversive activities of wholly innocent citizens. The frequency with which such investigations reveal that the charges are unfounded justifies protection of the person complained against from the malicious gossip which would result should it become known that the police were conducting an investigation concerning his possible implication. Either of the two procedures outlined for handling vice division complaints may be used in recording the investigation of subversive activities.

7

INTERNAL BUSINESS MANAGEMENT

A VARIETY of records and procedures are required for the internal business management and operations of a police department. Budgets must be prepared, accounts kept, employees controlled and paid, supplies and equipment purchased, equipment and property maintained, and general correspondence carried on. The procedures followed must, in many instances, conform to those laid down for all branches of the city government. Moreover, some of the steps described here may be performed in central finance, purchasing, property, or personnel offices of the city. Many administrative practices found useful in business have their counterpart in government.

BUDGET AND ACCOUNTING PROCEDURE

Preparation of the annual departmental budget is one of the important duties of the police administrator. The first step in the process is to determine what kind of program will be carried on during the coming year. Consideration must be given to the amount and character of work to be done, which in turn is determined by analysis of conditions affecting the department's work as reflected in part in the records of previous years showing the number and nature of complaints, arrests, crimes, accidents, and juvenile offenses. Such items as trends in juvenile delinquency, changing crime conditions and hazards, the traffic accident situation, neighborhood changes and community growth, new regulations, and defense requirements are factors which must be appraised in preparing the work program on which the budget expenditure estimates should be based. The work program covers the policies and service standards to be maintained in each branch of police service.

Preparation of Departmental Program

In the preparation of work programs decisions must be reached regarding the method and intensity of patrol coverage and the layout of beats. Answers are needed to questions such as the following: Is the present patrol adequate? Is the patrol force distributed according to need among the several shifts? Are foot beats provided where they are needed? In view of the greater efficiency of motorized officers, may some of the present foot

beats be discontinued by including their area in larger motorized beats? Is the beat layout properly organized with regard to topography, main thoroughfares, and the need for service? Should one or two officers be assigned to each patrol car? Are there certain districts where conditions necessitate officers working in pairs? What is the department policy in regard to special patrol services to businessmen and other citizens? What is the line of demarcation in activities between the patrol service and the specialized branches of the department? This last question involves another: Should preliminary investigations of crimes be assigned to patrolmen, or should the responsibility of these officers be limited to guarding the crime scene until the arrival of detectives? Should patrolmen be charged with the enforcement of traffic regulations or should such tasks be reserved for the traffic division? If patrolmen are to enforce traffic regulations, should such matters as time-limit parking, prohibited parking, or speed regulations be excepted? Are patrolmen to be responsible for enforcing regulations regarding prostitution, gambling, and liquor on their beats, or are such tasks to be reserved for a specialized unit, with the patrol officers prohibited from entering establishments where there may be violations? Answers must also be made to questions relating to the work of the patrol force in the field of juvenile crime control.

Somewhat similar questions must be asked and answered in determining the work program of the traffic force. In addition, consideration must be given to the advisability of expanding the activity of this branch of the service. Should a junior traffic patrol or a traffic violators' school be established or continued? Should overtime parking be checked by officers on foot or on three-wheeled motorcycles? How frequently should parked cars be checked? If parking meters are to be installed, how will they affect the enforcement program? Should a more intensive public education program be undertaken? The installation and maintenance of traffic signs, signals, and markings also involve a series of questions the answers to which determine not only this phase of the program of the traffic division but the enforcement program also.

Detective, vice, and juvenile crime control programs involve comparable decisions. Should separate divisions be created to perform the dissimilar tasks involved, or should all of them be assigned to a single unit? If separate units are established, lines of demarcation between their activities must be established if friction is to be avoided and if work programs are to be developed. The man power needed in these specialized divisions will be determined by decisions regarding the hours during which field officers and headquarters staff are on duty, the methods used (as, for instance, detectives alone or in pairs), and the scope of activities undertaken.

The outlining of a work program in the field of juvenile crime control involves important decisions relating to the extent of police activity. These decisions must be based on facts concerning unwholesome influences in the environment and tendencies to delinquency in the individual pre-delinquent,

and on an appraisal of community resources in terms of adequacy, availability, and value in combating delinquency-inducing situations and in correcting delinquent tendencies in the individual. Should the police limit their attention to the apprehension of adults who may be contributing to the delinquency of children? Should they participate in the treatment of a delinquent child under a system of unofficial probation, bringing to bear on the problem all community resources by directing the attention of other agencies to the individual delinquent, or should they refer all cases to the juvenile authorities and take no action beyond discovering the identity of the offender? Should they undertake community-wide activities designed to make normal children better citizens? Should they restrict their activities to districts having a high incidence of juvenile delinquency? These and related questions must be answered before a work program in the field of juvenile crime control may be developed.

Such services as records, communications, and jail must be appraised and the needs for the coming year evaluated. Additional records equipment may be needed to replace worn or outmoded equipment, to provide filing space for growing records, or to facilitate the expansion of records activities. Additional floor space sometimes must be provided. Examination of jail facilities must be made if the need for added cell space in a growing community is to be met. A survey by the local telephone company will show whether sufficient trunk lines are provided to make it unlikely that a busy signal will ever be received by a person calling police headquarters. The desirability of installing additional switchboards, key boxes, telephone instruments, call boxes, and inter-office communicating systems should be determined. Additional equipment as well as replacements may be needed to maintain a suitable quality of radio communication. The completeness of coverage of the headquarters' transmitter, the quality and reliability of reception from mobile units, and the difficulties experienced from static and other interferences should be determined.

On the basis of the work program, decisions must be reached regarding needed reorganization and other changes and the needs in terms of personnel, equipment, office space, and other facilities. The results which the department expects to accomplish (reduction in crimes, property loss, accident rate, and so forth) are then summarized as arguments for the proposed changes.

Compilation of Expenditure Estimates¹

When the program of work for the coming year has been formulated, the police administrator will prepare an itemized budget estimate showing items of expenditure needed to carry out such a program, that is, for officers,

¹For a more complete discussion of expenditure estimates, work of the budget office, granting of appropriations, and execution of the budget and work program, see Donald C. Stone, *The Management of Municipal Public Works* (Chicago: Public Administration Service, 1939), pp. 84-90.

civilian positions, supplies, equipment, and so on. By means of parallel columns, the amount requested for each item can be compared with the actual expenditures for each of the three years immediately preceding. The classification of expenditure items to be used will generally be prescribed by either the chief executive officer or the finance officer of the city.

The work program and the budget request will be submitted to the mayor or city manager, or to the budget officer if there is one. Or, it may be submitted to a board of finance or a committee of the city council or other governing body. After passage of the appropriation ordinance, the amount or amounts appropriated to the police department will be set up in an appropriation ledger. If there is an allotment system which limits the amount of expenditures which may be made in the respective months or quarters of the year, these amounts will also be recorded.

Expenditure Reports

Frequent reports of police expenditures are useful in making administrative decisions and in holding expenditures within appropriations. Such reports should be provided to the department monthly by the central accounting agency of the municipality. Only in those cities where the central accounting office is unwilling or unable to provide expenditure figures in a form useful to the police is the police department justified in establishing its own accounting system.

Almost always the police will receive from the central accounting office expenditure summaries in some form, but when these are limited to appropriation accounts, which are usually broad and general in character, they have little value for analytical purposes. In such cases the police should first attempt to persuade the central accounting office to furnish this information in a more suitable form. Failing in this, the police department will have to establish its own accounting system, subdividing the appropriation accounts into subsidiary or detailed accounts in order to yield an itemization of expense. Using the central office accounts as the main divisions of the police department's system permits a reconciliation of police totals with those of the central accounting system.

Accounting Procedure

Accounts may be established for each activity (patrol, traffic control, detective operations, juvenile crime control, vice, communications, records) or for each object of expenditure (classified according to the type of service or commodity purchased). A combination of the two methods has some advantages. An expenditure table (Appendix D, Table 30,² page 314) is submitted to illustrate how one city subdivides the following police accounts:

²The subdivisions will be modified to meet local conditions. For example, a department which does not maintain a police laboratory does not need the subdivisions 56e to 56k inclusive. In cities where the maintenance of traffic signs, signals, and markings is the responsibility of the department of public works, Account 62 would be eliminated.

50. Salaries
51. Expense of detectives
52. Transportation
53. Maintenance
54. New equipment
55. Telephone and telegraph
56. Stationery, office and laboratory supplies
57. Gasoline and oil
58. Matron's supplies
59. Subsistence of prisoners
60. Medical aid to prisoners
61. Miscellaneous
62. Traffic signs and signals
63. Insurance
64. Prison farm salaries
65. Prison farm food and supplies
66. Prison farm maintenance
67. Prison farm fuel and light
68. Prison farm miscellaneous
69. Widows' pensions

The nature of the accounts and the forms to be used will depend upon the accounting system which is employed. Whatever system is used, provision should be made to charge each expenditure either at the time of payment or at the time of incurring the obligation, preferably the latter, against the proper appropriation account.

The following specific accounting procedure is suggested; it may be modified to meet local conditions. Each year a new ledger is established, containing an account for each of the subdivisions of the several appropriation accounts. Each ledger sheet has columns for (1) date, (2) item, (3) order number, (4) encumbrances^a issued (posted from the purchase order), (5) encumbrances liquidated (posted at the time of payment or of cancellation of the purchase order, in an amount equal to the entry in the "issued" column), (6) amount expended (posted at time of payment), and (7) total encumbered and expended (posted whenever entry is made in any other column). Payroll entries are posted at the time the payroll is signed. The total of all of the subaccounts in each main account is entered at the end of each month on a summary ledger sheet, one being kept for each main account. This sheet carries at its head the budget appropriation for the year and has columns for (1) month, (2) monthly allocation, (3) re-adjusted allocation, (4) encumbrances and expenditures for the month,

^a"Encumbrances. Obligations in the form of purchase orders . . . which are chargeable to an appropriation and for which a part of the appropriation is reserved. They cease to be encumbrances when paid or when the actual liability is set up." *Municipal Accounting Statements*, National Committee on Municipal Accounting, Bulletin No. 12 (rev. ed.; Chicago: National Committee on Municipal Accounting, 1941), p. 165.

(5) encumbrances and expenditures for the year to date, and (6) unencumbered balance to date.

In smaller departments an alternative procedure may be used in which purchase orders are filed according to account numbers. An account ledger is then unnecessary. A primary divider is used for each subdivision of the main accounts and three secondary dividers are placed behind each: (1) current month, (2) pending, and (3) disposed of. The police department copy of each purchase order is filed under "current month." When paid, it is stamped PAID, the amount paid is entered on it, and it is left in the file under "current month." At the end of the month the amounts recorded (the amount paid, otherwise the estimate) on all purchase orders issued during that month are totaled. This total represents the operating cost for the month. A total is also taken of all amounts paid during the month on purchase orders filed under "current month" and "pending." This total shows the actual cash expended. The purchase orders are then filed under "pending" if they have not been paid and under "disposed of" if they have. Under this system the first two columns of monthly report 30, Appendix D, are headed "Expended" and "Purchase Orders Issued." The encumbrances and expenditures for the year to date may be easily totaled at any time by adding the total of amounts entered on all purchase orders filed as "current" and "pending" to the total expenditures up to the first of the current month.

PERSONAL RECORDS⁴

A number of different records are required in the management of the department's personnel. Some of these are of an informational character designed to aid in assignments, promotions, and disciplinary actions; others are of a control character such as rosters, attendance records, and call sheets. The existence of a central personnel agency does not diminish the advisability of the maintenance by the police department of the records described in this section, with the possible exception of the individual officer's folder. However, in departments of over 100 men, the use of such a file is so essential in administering personnel matters that it must be maintained in the police department even though it is duplicated, in some respects, in the central personnel agency. Most of the personnel records will be maintained in the records division. If the department is large enough to warrant a personnel officer he will maintain many of them.

The Individual Officer's Folder

A file showing the history of each police officer, both prior and subsequent to joining the force, is indispensable. To this end a file folder should be

⁴For a description of the procedures and forms used in the recruitment, appointment, and promotion of police officers, see Donald C. Stone, *Recruitment of Policemen*, International Association of Chiefs of Police Bulletin No. 1 (Chicago, 1938, 28 pp.).

maintained for each member of the force. This folder should contain complete personnel information, including copies of the application and other information submitted at the time of recruitment, examination scores, photographs, service ratings, citations, disciplinary actions, statements of special qualifications, and any other information and reports which would be of use in review of the qualifications or service of the officer, particularly in connection with promotions and assignments. The file should be kept locked.

At the time of appointment an inventory should be made of all of the abilities and skills of the officer which might prove useful in police work. Appendix F (page 327) is an example of an application questionnaire form which has proved useful in several departments in securing these data from officers.

Changes in address and marital status, births and deaths in immediate family, and so forth need to be kept up to date in the individual officer's folder. Changes of address and telephone number should also be noted in the personnel roster described below. A personnel status record, such as Form 40, may prove a convenience in recording these items and other major matters concerning each officer's employment. Some of the data, such as name, date and place of birth, marital status, education, and special abilities, are entered at the time of appointment. Items regarding the officer's service are filled in as they occur or in summary form at the end of the year. If the department is not sufficiently large to warrant printing this card form, it may be mimeographed, using two sheets if necessary. This record is kept in the individual officer's folder.

The training data to be entered on the personnel status record will depend on the type and amount of training available. Spaces on the form permit insertion of the date of receiving Red Cross first-aid and water-safety certificates, radio licenses, and target practice scores. Attendance at police schools, such as the National Police Academy, Northwestern University Traffic Institute, and such short course training schools as are provided under the supervision of the Safety Division of the International Association of Chiefs of Police and state police schools, should also be recorded. A record is kept of the completion of local training courses with the grades received in department examinations.

Personnel Roster and Officer Lists

The personnel status record, filed in the individual officer's folder, does not offer a means of ready reference. Accordingly, police departments have set up personnel roster cards, alphabetically arranged, in a visible index file at the central complaint desk. The roster card may show such information as name, badge number, date of birth, and residence and telephone numbers (with spaces to show changes). A photograph may be attached to it. The reverse may provide spaces for recording changes in permanent assignment and changes in rank.

POLICE RECORDS

[illegible]

Since officers are sometimes identified by badge number, a list of officers' names arranged according to badge number is useful. Similar lists with the names arranged according to age, height, appointment date, years of formal education, rank, and examination scores are also useful reference tools.

Another useful reference device is an inventory of the skills and abilities of the members of the force. Then, in case someone is needed to do such widely different things as translate a foreign letter, assist the radio engineer, or play a musical instrument in a pose during some undercover work, a check can quickly be made to determine which officers are best suited to the particular task. This inventory, which is compiled from a personal history questionnaire and other reports in the individual officer folders, may be arranged according to the type of classification set forth below. If half of the force possess a particular ability, it need not be listed.

SUGGESTED CLASSIFICATION FOR INVENTORY OF OFFICERS'
SPECIAL SKILLS

1. Communications
 - a. Radio licenses
 - b. Telephone company experience
 - c. Telegraph company experience
 - d. Technical radio experience
2. Laboratory
 - a. Photographic experience
 - b. Chemists (training or experience)
 - c. Physicists (training or experience)
 - d. Other scientific training or experience
3. Maintenance
 - a. Cabinet makers
 - b. Carpenters
 - c. Electricians
 - d. Locksmiths
 - e. Mechanics (auto and equipment)
 - f. Metal workers
 - g. Painters
 - h. Plasterers
 - i. Plumbers
 - j. Stone masons
 - k. Watchmakers
 - l. Welders
4. Juvenile
 - a. Character building agencies (workers in)
 - b. Recreational workers
 - c. Social case workers
 - d. Other experience in handling children

5. Traffic
 - a. Motorcycle experience
 - b. Engineering training or experience
6. Vice (familiarity with)
7. Records
 - a. Clerical
 - (1) Typists
 - (2) Stenographers
 - (3) Bookkeepers
 - (4) Filing Clerks
 - b. Statistics (training or experience)
8. Public relations
 - a. Cartoonists
 - b. Entertainment ability
 - (1) Musical ability
 - (a) instrumental
 - (b) vocal
 - (2) Dramatic experience
 - (a) vaudeville experience
 - (b) sleight of hand performers
 - (c) other
 - c. Journalistic experience or training
 - d. Public speakers
9. Special police skills and training
 - a. Completion of police training courses (such as National Police Academy, Northwestern University Traffic Institute, or short course training schools)
 - b. First-aid certificates
 - c. Water-safety certificates
 - d. Higher or special education
10. Miscellaneous
 - a. Athletic ability
 - b. Draftsmen
 - c. Foreign languages spoken subdivided according to predominant languages spoken in the community)
 - d. Military training (list rank and specialty)

Beat Assignments

A beat assignment sheet is made by the commanding officer of the platoon whenever a new permanent assignment is made. Copies are made for the chief of police, the complaint clerk or dispatcher, the follow-up officer, and the captain of the patrol division. When a new copy is made the old one is destroyed, with the exception of the follow-up officer's copy which is

placed in a permanent beat assignment file for purposes of future reference.

Each beat assignment sheet should carry in its heading the shift or tour of duty and the date effective. It should contain the number of each beat with a brief boundary description and a space for the insertion of the name of the officer assigned. Spaces are provided for the names of the patrol sergeant and any other officers not assigned to regular beats.

Attendance Records

One of the main purposes of personnel records is to supply adequate control over attendance. Daily call sheets or attendance records, sick or injured reports, and memos requesting vacation leave all contribute to this control and furnish information basic to the preparation of the payroll.

A daily call sheet may be used for recording the attendance of all officers, as well as the routine calls by box or telephone of officers on street duty. A

PLATOON OR DIVISION		CALL SHEET								DATE			
Beat	OFFICERS	On Duty	Box	Min	Box	Min	Box	Min.	Box	Min.	Out	Lunch	Ret'd

(Front)

PLATOON OR DIVISION		CALL SHEET								DATE			
Beat	OFFICERS	Box	Min.	Box	Min.	Box	Min.	Box	Min.	Out	Lunch	Ret'd	Off Duty

Executed by _____

Noted on summary by _____

Approved by commanding officer _____

Noted in time book by _____

(Reverse)

record of such calls is useful in determining attention to duty and for purposes of future reference.

There are several varieties of daily call sheets that may be employed. Some provide space for recording calls for the entire 24 hours of the day without regard to the tour of duty. The advantages of having a separate call sheet for each tour of duty, such as Form 41, are that it is smaller and more easily handled and separate copies can be used by divisions whose officers do not regularly call in, such as detective, records, vice, and juvenile, and the maintenance force. The hours of the current shift are inserted at the top of the double columns headed *Box* and *Minute*. The exact time of each routine call is recorded by inserting the minutes after the hour in the appropriate column.

The officers' names are typed on the call sheet one day in advance by the officer receiving the routine calls. In the case of the patrol division this officer may be the desk sergeant, the dispatcher, or the telephone switchboard operator. In the case of other units the call sheet is prepared by the secretary or the commanding officer. At the end of the tour of duty, the call sheet is approved by the commanding officer. It is then forwarded to the officer who has charge of the time book. Entries are made in the time book and the call sheet is initialed and held for recording absences on the daily summary. The call sheets are then sent to the records office where they are filed according to date and tour of duty. Information regarding absences recorded on the daily summary is forwarded to designated officials. (See page 206.)

The sick report is written on a department memo form (described on page 86), the word "Sick" or "Injured" being inserted in the left heading and the name of the sick or injured officer in the right. It is made at the time an officer reports off duty because of illness or injury. If it cannot be made by the officer himself, it is made by the officer receiving the report. When the officer returns for duty, he makes another sick report, stating the nature of his illness, the name of the attending physician, and the length of time that he was off duty. The original sick report is held in a pending file until the follow-up sick report is received. Then the two are stapled together and filed in the sick report file. This file contains (alphabetically arranged) a divider for each officer, immediately behind which is located a summary of absences followed by the sick reports. Entry on the summary is made at this time of the number of days absent by month, and whether absences are due to injury or illness.

Reports of Officer's Accomplishments

A periodic evaluation of the performance of each officer assists in the determination of the need of training, reassignment, salary change, promotion, demotion, or dismissal. It also can be used as a means of forcing superior officers to discuss with each subordinate his strong and weak points and whether or not he is making satisfactory progress. Sergeants' and

PATROL SERGEANT'S DAILY REPORT

PLATOON	OFFICER	DATE		SERGEANT		
		DATE	SERGEANT			
		<div>CASE</div> <div>Outstanding Arrests</div> <div>Arrests Which Clear Part I Cases</div>	<div>Recoveries</div> <div>Damage to Vehicle</div> <div>Doors not Found Open</div>	<div>Commendation</div> <div>By Ser. Citizen</div> <div>Recomm. by Sergeant</div>	<div>Citation</div> <div>Made</div> <div>By Ser. Citizen</div>	<div>Correction by Ser. Citizen</div> <div>Violation R & R</div> <div>Platoon Discharged</div>

FORM 42 PATROL SERGEANT'S DAILY REPORT (8"x11")

OFFICERS' PATROL RECORD

OFFICER	PLATOON	ARRESTS		PART I OFFENSES		Arrests Which Clear Part I Cases	No. Cases Property Recovered	MONTH
		Not Traffic	Traffic	Part I	Offenses			
		<div>Arrests</div> <div>Prev. F. P. Record</div> <div>Penal Record</div> <div>Arrests on Sight Other than Above</div> <div>Total</div> <div>Number Held</div> <div>Formal Charges, Part I</div> <div>Individually</div> <div>Assistance</div>	<div>Citation</div> <div>Drunk Driver</div> <div>On Person</div> <div>Defects</div> <div>Summons</div> <div>Total</div> <div>Robbery</div> <div>Burglary</div> <div>Larceny</div> <div>Auto Theft</div> <div>Miscellaneous</div> <div>Individually</div> <div>Assistance</div> <div>Int. Leading to Arrest</div> <div>Property</div> <div>Stolen Cars</div> <div>Platoon to Recover Stolen Cars</div> <div>Good Investigation</div> <div>Cases Orig. by Officer</div> <div>Special Services</div> <div>Speeches on Duty</div> <div>Speeches off Duty</div> <div>Shooting Score</div> <div>Doors Found Open</div> <div>Doors Not Found Open</div> <div>Damage to Vehicle</div> <div>Complaint by Citizen</div> <div>Recommendation by Citizen</div> <div>Citation Recd. by Sergeant</div> <div>Citation Corrected by Sergeant</div> <div>Violation R. R.</div> <div>Firearm Discharged</div>					

FORM 43 OFFICERS' PATROL RECORD (14"x12")

patrolmen's reports of actual work done give a partial picture of accomplishments. Service or efficiency ratings are also used to give an appraisal of quality of performance.

Form 42 is an example of a patrol sergeant's daily report which is useful in securing from the sergeant careful attention to his supervisory duties. Prepared by him at the end of each tour of duty, it is approved by the commanding officer, sent to the records office, and filed in the patrol sergeants' daily report file according to tour of duty.

Some departments maintain detailed service reports and require the patrol sergeant to record on the reverse of his daily report a complete account of any incident in which an officer displayed the possession or lack of the intangible qualities of leadership so important in a policeman and so necessary for success as a commanding officer, such as decisiveness and the ability to take charge of any unusual situation. If such a procedure is followed, sergeants' reports containing this information are sent to the personnel officer and are not filed until initialed by him.

A monthly patrol officers' record, such as Form 43, facilitates a review of the accomplishments of each officer in terms of the number of arrests made, with Part I crimes classified according to type to indicate importance; information supplied which led to the clearance of cases; success in recovering stolen automobiles and other property; and miscellaneous accomplishments, including good investigations, finding store doors and windows that were open, and performing miscellaneous services. On the debit side are such items as the Part I crimes committed on his beat, failures to recover stolen automobiles abandoned on his beat and to discover store doors and windows left open, poor investigations, reprimands by patrol sergeants, and violations of rules and regulations. This report is prepared by the records division at the end of each month from the sergeants' daily reports, from miscellaneous items supplied by the follow-up officer, and from personnel and other reports submitted during the course of the month.

A copy of the patrol record may be posted in the squad room. The original is sent to the personnel officer or to a clerk for the recording of the information on a monthly patrol report in each officer's personnel file.

Although no very satisfactory service rating system has yet been devised, there is general agreement that evaluations produced by some rating schemes serve a useful purpose. They at least force commanding officers to evaluate the performance of their men. Special forms as those developed by Probst or Ordway⁵ may be employed, or each commanding officer may be required to prepare a written evaluation following a particular list of items to be covered.

The Probst Rating Sheet does not provide all the information about the officer that is desired, but it has some advantageous features when the

⁵Samuel H. Ordway, Jr. and John C. Laffan, "Approaches to the Measurement and Reward of Effective Work of Individual Government Employees," *National Municipal Review*, October, 1935, pp. 557-601.

following procedure is used. A rating is made every six months. Officers receiving a score of "D" are interviewed by their immediate superior, those receiving a score of "E" by the next higher ranking officer, and those scoring "F" by the officer next in rank. At the end of one month, the interviews are repeated with the two lowest groups. The immediate superior takes the group with the score "E" and the next higher ranking officer the group with the score "F." At the end of the second month, the group which had a score of "F" are interviewed by their immediate superior. These conferences are private. Points on which the officer received a low rating are discussed frankly, and the interviewing officer submits a report regarding the conference which is filed with the rating sheet for reference by later interviewing officers. Through this procedure supervising officers are forced to give attention to incompetence and apparent weaknesses in their subordinates, and subordinate officers have an opportunity to receive advice and counsel from their superiors regarding reported weaknesses. The importance of supervision is also called to the attention of superior officers.

The rating system devised by Ordway has the advantage of giving special attention to the unusually competent and the unusually incompetent. Any act which might be considered justification for placing an officer in either of these two extreme groups is reported in detail by the supervising officer. If the services performed are properly recorded and analyzed, an objective record of the officer's value to the service is available to the administrator who is responsible for promotions, demotions, and separations from service.

THE PURCHASE AND CONTROL OF POLICE PROPERTY

Economical methods of procurement of property and adequate control over its use must be established to avoid serious wastes. Definite procedures are needed to assure that commodities are of suitable quality, that they are purchased at the best price, and that they are properly used.

Purchasing Procedure

The ideal arrangement is for the police department to pool its purchase requirements with those of other departments and obtain the goods and services it requires through a central unit headed by a qualified purchasing agent using efficient methods.⁶ However, if no central system of purchasing is in operation, the police department must install more complete records and procedures than would otherwise be necessary.

All purchases should have the approval of the chief or someone designated by him. The first step in the purchase process is the preparation of a requisition, usually in duplicate, which describes the commodity to be procured. After approval, the requisition goes to the central purchasing

⁶Only the broad outlines of a purchasing system are described here. A detailed description may be found in *Purchasing for Small Cities*, Public Administration Service Publication No. 66 (Chicago: Public Administration Service, 1939, 22 pp.).

agent or, if the department does its own buying, to the person who negotiates the department's purchases.

The purchasing officer, using a request-for-quotation form, secures competitive bids from all qualified vendors based on standard specifications. A record should be kept of all bids, whether received by mail or telephone. The purchasing officer then makes the award on the basis of the bid most advantageous to the city and a purchase order is forwarded to the successful bidder. Several copies of purchase orders are usually required. One copy is sent to, or kept in, the police department, another is kept in the central purchasing office for checking the invoice and for future reference, and a third is forwarded to the accounting officer so that he may encumber the police appropriation account.

When a purchase is delivered to the police department, the items are checked, inspected, and tested, and a report of goods received is prepared and sent to the purchasing agent. The purchasing agent checks the report of goods received and sends it on to the finance officer in order that the vendor's invoice may be audited and approved promptly. The vendor prepares two invoices for the commodity and forwards them to the purchasing agent, who compares the invoice with the purchase order for unit prices and with the inspection report from the receiving department and the testing report from the laboratory for quantity and quality of goods received. The purchasing agent then files one copy of the invoice and sends one to the finance officer. The finance officer checks the invoice, makes any necessary changes in the accounting records, and prepares a voucher or warrant for payment.

Some leeway must be provided for emergency purchases in cases where time does not permit following the procedure outlined above. When the purchasing agent is available, he can either arrange the purchase by telephone or give approval to the transaction contemplated by the police department. Each requisition for emergency purchase should be accompanied by a detailed explanation. Whenever an emergency order is placed by telephone, a confirming order should be sent to the vendor as soon as possible.

Control over Use of Property

A number of devices are available to prevent loss or misuse of equipment and supplies.⁷ The marking of all equipment with suitable identification, the maintenance of inventory records, the entry on the personnel status record (Form 40) of all equipment issued to the officer, periodic inspections, and the release of supplies only on requisition are among the devices that may be employed.

Ordinarily, the records officer, a property clerk, or some other person is specifically designated to be responsible for these property controls. The

⁷Motor equipment presents a special problem and is treated separately below.

nature and amount of city-owned equipment used by police agencies varies so greatly that the procedure here outlined must be necessarily general, but it includes the important steps in property control.⁸

First, each item of property must be marked with an identifying number. If the municipality maintains adequate property control records, this will be the city inventory number; otherwise it will be the police department inventory number.

Next, an individual record, consisting of 3"x5" cards in duplicate, is made for each piece of equipment. A full description should appear on the card; it will include such items as make, serial number, model, and size, the city or department inventory number, the name of vendor, the date of purchase, the cost, and the division or room to which the equipment is assigned. Space is also required for noting transfers and final disposition.

The original cards are filed according to the class of property. If there are many items in the same class (such as handcuffs, guns, and typewriters), they are further subdivided according to serial number, or if this be lacking, according to inventory number or date purchased. The duplicates are filed according to inventory number.

Finally, inspections will be necessary from time to time to reconcile the records with property actually on hand. At any one time a check may be made of a certain class of property, rather than a complete inventory survey.

Stationery and office supplies, record forms, automobile, motorcycle, and radio parts and tires, food, ammunition, and similar supplies are not included in the department inventory. It is necessary, however, that a record be kept of items purchased and issued for use and stock on hand. Usually supplies of such items are kept at points near which they will be used, thus making central control difficult. Local practices which condition the records to be used vary so widely that it is impractical to outline a standard procedure.

Control of Emergency Equipment

Police departments have lanterns or flares and sometimes barricades and other equipment for use in emergencies, or to warn the public of danger. A department memo, prepared by the officer who places such equipment in use, serves as a follow-up control, assuring the return of the equipment by a later shift when the need for it has clearly passed. These memos may be kept in a separate file, thus facilitating a summary of such services.

EQUIPMENT AND PROPERTY MAINTENANCE RECORDS

Definite procedures are required for the operation and maintenance of motor vehicles and radio equipment if they are to be kept in proper order and their use is to be carefully controlled. In some departments the main-

⁸For a comprehensive description, see *Accounting for Public Property* (Chicago: Municipal Finance Officers' Association, 1939), 42 pp., and Donald C. Stone, *The Management of Municipal Public Works* (Chicago: Public Administration Service, 1939, pp. 268-81).

tenance of buildings and of traffic signs and markers will be an additional problem which may require records and accounting control.

The guiding principle to be followed by departments with reference to equipment is to establish records procedures only when they are needed to assure that tasks will be performed, to give a basis of reference when subsequent difficulties occur, and to compile information of value in making decisions regarding the use and disposition of the equipment.

Motor Vehicles

In departments with half a dozen or fewer motor vehicles, the records system can be simple. However, in a department with a fleet of patrol cars and other vehicles, systematic methods are needed for reporting on the use of the equipment, necessary repairs, the use of gasoline, oil, and other supplies, and the costs of operation.

It is desirable to know who used a patrol car or other vehicle during each tour of duty, the mileage that was covered, and whether the vehicle was in proper working order. It is sound practice to require each officer in charge of a vehicle to submit a report on these matters at the end of his tour of duty. A daily vehicle report, such as Form 44, which provides for making a record covering the entire 24-hour period, may be employed, or a separate report may be used for each tour of duty. These reports are reviewed by the appropriate commanding officer who determines what repairs are to be ordered. He prepares a work order (Form 46), described later in this chapter, or a department memo, itemizing the repairs or other servicing which appear to be necessary on all of the vehicles of the department.

Whether the vehicles are repaired in a police department shop or in a central garage servicing all equipment of the jurisdiction, a memorandum of repairs needed serves as a basis of instruction for the mechanics. In addition, periodic inspections of all equipment should be made by the mechanics to determine whether it is in proper working order. A schedule showing the date of servicing and the mileage will aid in having cars brought in for attention at proper intervals.

When a vehicle has been repaired, a mechanic will make a notation on the work order that the repairs described on it have been completed. The officer in charge of the platoon on duty when the car is released for service will inspect it to determine that it is in order. If he is satisfied with the work, he will initial the report of the garage mechanic, make any other notations that appear pertinent, and forward the report to the commanding officer who ordered the repairs. The report is then sent to the records division for filing.

Summaries of daily vehicle reports, showing the average number of miles per day driven by each officer, serve as a check upon the driving practices of the men from the point of view of good patrol work.

Vehicle No.		DAILY VEHICLE REPORT						Date
TIME	Speedometer Reading	Miles	COMMUNICATIONS VIA TWO-WAY				DRIVER	
			From Headquarters	From Street	SUCCESS	FAILURE		
OUT	A.M. P.M.							
IN	A.M. P.M.							
OUT	A.M. P.M.							
IN	A.M. P.M.							
OUT	A.M. P.M.							
IN	A.M. P.M.							
OUT	A.M. P.M.							
IN	A.M. P.M.							
Repairs needed:								

To be forwarded each morning to commanding officer in charge of maintenance.

FORM 44. DAILY VEHICLE REPORT (8"x5")

Individual Equipment Records

A record of the cost of operating and maintaining each piece of equipment is an indispensable part of any equipment records system. Form 45 is an individual equipment record installed by Public Administration Service in many jurisdictions; it provides an analysis of the operating details with reference to a piece of equipment for one year.⁹ This record, which is in effect a detailed ledger account, serves as a guide in ascertaining if a piece of equipment is operating efficiently and proves of great value in determining when it should be replaced.

Information for the individual equipment record is all obtained from records which are required in any event. Adequate control over stocks of gasoline and oil requires the issuance of a ticket or requisition¹⁰ every time the tank of a vehicle is filled. A periodic reconciliation is made of the total requisitions issued with the actual measurement of gas stocks on hand. Mechanics will show on their daily time cards the hours they work on each piece of equipment. Standard requisitions show the tires, supplies, and parts used.¹¹

Radio Maintenance

The records required in connection with the maintenance of the radio system are less elaborate than those needed for motor equipment, but a systematic procedure is nonetheless required. At the same time and in the same way that he prepares the report for the auto mechanic indicating needed repairs, the commanding officer in charge of maintenance prepares a report for the radio technician notifying him of radio receivers and mobile transmitters that require servicing. The radio technician indicates the completion of these repairs on this same report, which subsequently follows the same procedure as the report of completed auto repairs. A check on the frequency of failure of radio reception and mobile transmission can be made by summarizing information on the daily vehicle reports by vehicle number and by shift.

A record of the type of repair and the cost should be maintained for the main radio transmitter, headquarters' receivers, monitors, and any other equipment used by the radio operator. A separate record or ledger kept

⁹A supply of individual equipment record forms has been stocked by Public Administration Service and may be purchased by governmental agencies at a nominal cost.

¹⁰Small departments may use the simpler procedure of recording the gasoline and oil supplies issued in chronological order in a ledger or sheet on which the vehicle is identified by number, and recording each service or repair operation on a sheet (one for each vehicle and each radio transmitter), columns being provided for the date, speedometer reading, nature of repair, hours of labor, new parts, and parts cost. At the end of the month, summaries are made for the individual equipment record.

¹¹A complete description of records and procedures required in the operation and accounting for equipment is found in two publications by Public Administration Service: *Manual of Public Works Records and Administration Based upon an Installation Made in Flint, Michigan*, Publication No. 35 (Chicago, 1933), 72 pp., and Donald C. Stone, *The Management of Municipal Public Works*, *op. cit.*, pp. 150-74.

for each piece of equipment by the chief radio operator will show the quality of service of the equipment, and also supply the maintenance cost of the main transmitter and auxiliary equipment.

Maintenance of Other Property

Repairs to police buildings are usually made by a central public works or buildings department. Some police departments, however, must provide their own repairs and in many instances they also install and maintain traffic signs and signals and markers. In any event, police departments must anticipate maintenance work at budget time. When specific repair jobs become necessary or traffic devices are to be installed, some kind of work order or memorandum must be prepared for the purpose of notifying the police department's maintenance crew or the department which performs the work in case of maintenance by another city department. Use of a departmental memorandum proves satisfactory for this purpose, or a work order (Form 46) may be used.

Any officer who observes a traffic sign, signal, or marking or other department-owned property, except vehicle or radio, in need of renovation or repair submits a report of this condition on Form 18, a special service re-

MAINTENANCE DIVISION				No. 1489
WORK ORDER				
Date _____				
DIVISION DIRECTED TO				DIAGRAM
Shop <input type="checkbox"/>	Paint <input type="checkbox"/>	Const. <input type="checkbox"/>	Meter <input type="checkbox"/>	
Location of work				
<div style="text-align: center; margin-top: 20px;">Description</div>				
Work requested by		Request approved by		
Approved for execution by		Date		194
COMPLETION RECORD				
SHOP	Date	By		
PAINTING	Date	By		
CONST.	Date	By		
METER	Date	By		

FORM 46. WORK ORDER (8"x5") (In triplicate)

port. The records staff notifies the division responsible for such maintenance by telephone or by forwarding the report. The commanding officer of that division prepares a work order or memo directed to the person charged with the performance of the task.

Sometimes the police department is billed by other departments for this maintenance work, in which instance the work order serves as an essential check upon the bills submitted. In police departments carrying on their own traffic installation and maintenance work, the foreman will need to keep a record of the labor, materials, and equipment that go into the job in order that control over work done and its cost may be exercised.

GENERAL CORRESPONDENCE

In addition to correspondence relating to particular investigations, criminals, and other police operations, every police department receives and sends many letters dealing with a variety of subjects. A citation may thank the department for its handling of some matter; a petition for increased patrol may be sent by a group of residents; someone may think he has a solution to all crime problems; the International Association of Chiefs of Police may make inquiry concerning crime prevention methods or send a bill for association dues; the mayor or city manager asks for information on crime trends. Most of these matters require answer, and sometimes a follow-up on their disposition. A systematic filing plan is essential.

Control must be established over all correspondence which refers in any way to police service. No matter how confidential it may be, correspondence relative to a particular case will be filed with other documents on the case in the regular files of the records division. All other correspondence belongs in a general correspondence file, which may be kept by the records division except in the smaller departments where it may be desirable to assign this responsibility to the secretary to the chief of police. No other files should be maintained for correspondence. Confidential material can safely be filed with the case or in the general correspondence file, if proper controls exist.

The only sound basis for filing general correspondence is according to subject matter. To file it by date or alphabetically by the name of the addressee or addressor is unsatisfactory; persons using the file are most often interested in a particular subject and want all the correspondence with reference to it. Appendix B is a suggested correspondence index which can be contracted or expanded to meet local needs.

If the general correspondence file is maintained in the secretary's office, the names and addresses of individuals or public agencies occurring in correspondence should be indexed in duplicate, the original being filed in the general index file in the records office, the duplicate being placed in a file in the secretary's office. If at the time of indexing the secretary finds that a reply is required or other action should be taken, he prepares a follow-up index card to be used by the secretary or by the follow-up officer (depend-

ing upon departmental practice) to assure that the matter is properly disposed of. (See page 194 for a description of follow-up procedure.)

It is good practice to clear the correspondence file annually of most correspondence over two or three years old, although some classes of correspondence frequently referred to will need to be retained in the active file for a longer period. Correspondence removed from the file is stored in a dead file according to subject matter and chronologically under each subject matter heading. Transferred materials should be integrated into a general dead file for ready reference and not stored by year.

8

PROCEDURES WITHIN THE RECORDS DIVISION

POLICE RECORDS must be conveniently arranged, filed, and indexed if they are to be available for routine use and for the analysis and follow-up so essential to the effective control of police operations. The tasks involved in preparing records must be so assigned to the various clerks that each job will be done at the proper time and in the manner required. For example one clerk may classify, search, and file the fingerprint cards, and another may index them. The disposition sheet may pass through the hands of a number of clerks, each of whom performs some small operation. Each case is inspected by the follow-up officer, items are attached to it by a "hook-up" clerk, another clerk may index the names and the property stolen, and still another may file the case. In small departments one clerk may perform many different tasks, while in a large one a group of clerks may work at the same task.

Records operations are complex and require painstaking effort. There is danger that a clerk may fail in the performance of some detail that appears to be trivial and unimportant but is really significant, and that the failure will not be discovered until a summary is made at the end of the month or year. Routine safeguards and periodic checks are needed to assure the accomplishment of these varied duties.

OUTLINING RECORDS OPERATIONS

One of the simplest safeguards in the conduct of records work is to outline the records tasks in detail on 5"x8" cards. These cards, which may be arranged conveniently by identifying numbers and letters in a records operations file, facilitate the accomplishment of records operations. They simplify the assignment of the various tasks; place responsibility for the performance of each; insure that each duty, regardless of how apparently insignificant, is assigned to someone; permit each clerk to review his assignment and to refer to the procedure in case of doubt; and facilitate a regular and complete inspection of all operations by the head of the division.

Colored tabs may be attached to each card to indicate the clerk or clerks assigned to the particular task outlined on it. If there are 10 records clerks, tabs of 10 distinctive colors or designs would be used. If more than one operation is listed on a card, the tabs are attached in spaces marked on the upper margin, each space being designated by operation number. A separate

alphabetical index file is maintained for locating any particular operation by its number. The index is based, in most instances, on the names of the forms involved.

A card file is better suited for the outlining of records operations than a mimeographed pamphlet, because of the ease in making the frequent revisions necessitated by modifications of operations. The records operations file is used by a limited number of persons, all of whom are employed in the records division where they have easy access to the file. Individual manuals are therefore not necessary, although loose leaf books may be used in large departments.

Better work as well as improved procedures will result if records clerks are encouraged to suggest changes. However, no procedural change should be initiated until it is approved by the captain of the records division and the chief of police. When the revised operation is approved, a new card replaces the old one, which is then filed at the back of the operations file for reference in the event of future suggestion for revision. As long as a card remains in the active file as an official procedure, it is important that the operation outlined on it be followed meticulously.

A complete outline of records operations which were used in one department is found in Appendix C. A few of the operations are not essential, since they refer to forms and procedures peculiar to that department. Many of them, however, may be adopted without change. In other cases modifications may be necessary to meet the requirements of state laws and municipal ordinances, the practices of local law enforcement agencies, and the policies and procedures of the department. Operations involving the forms used in connection with licensing procedures and traffic tickets are not included because local practices in these matters vary so greatly.

RECORDING ADDITIONAL INFORMATION

If records are to be useful, they must be accurate. Index cards are necessary aids in their use and in the compilation of statistical data. These indexes are sometimes prepared before the investigation of a case is completed, and consequently all of the facts may not be known at that time. As the case is investigated, it may be discovered to be unfounded, or corrections may be made in classification, location, the value of property stolen, or the extent of recovery of stolen and lost persons, animals, and property, or an arrest may be made which clears the case. These changes and accomplishments must be authenticated and recorded and previous entries must be corrected, if reliable statistical data are to be compiled.

To assure correct crime classification, records clerks charged with the preparation of index cards must know the definition of each classification and be thoroughly familiar with the elements which determine the classification of each case, the facts which establish the jurisdiction in which it occurred, and the rules governing the clearance of cases by arrest. In most

cases the recommendation of the investigating officer will be unbiased, reasonable, and correct, but occasionally suggested changes will reflect prejudice (arising from the desire for a good achievement record) which the index clerk must be alert to detect. Questions sometimes arise regarding exceptional clearances, changes in the classification of cases assigned to the detective division, and the jurisdiction in which the incident occurred. In questionable cases changes should have the approval of the captain of the records division and in some cases that of the chief of police.

The change in classification is made on the face of the case sheet by crossing out the original classification and inserting the new one. The original classification of unfounded cases remains, but the case sheet is marked "Unfounded."¹ These changes, the recovery of property, clearance of a case by arrest, and references to the follow-up officer are indicated in the spaces provided on the face of the case sheet when corresponding notations and corrections are made on the classification index card. (See page 183.)

Correcting the Classification

The following circumstances may determine that changes in classification are to be made. (1) Investigation may reveal that the complaint was unfounded. For example, the automobile reported stolen may have been misparked or used by some other member of the family; the article reported stolen may have been lost, misplaced, or taken by an authorized person; the homicide may have been justifiable.² (2) Further inquiry may reveal additional facts which indicate an improper classification. The reported larceny may have all of the elements of a burglary; the reported assault may be discovered to have been a robbery; the reported robbery may lack the essential elements of a robbery and actually be a burglary. (3) Subsequent developments in the case may result in a change in the classification. A robbery, rape, or assault case would be reclassified as a homicide in the event the victim dies. The attempted suicide would be reclassified as a suicide and the personal injury accident as a fatal accident in the event death ensues. *Should the offender be convicted of a lesser offense than the one reported on the case sheet, however, the classification is not changed.*

Clearance by Arrest

A number of factors are involved in clearance by arrest. A case is cleared by arrest when the perpetrator is taken into custody by the police. It is not sufficient that the police know the identity of the perpetrator; actual arrest must be effected in order to give clearance. The arrest of a suspect consti-

¹Attempts to commit crimes should not be marked "Unfounded" but should be classified as though the crime had actually been consummated, except attempted homicides which are recorded as assaults.

²"Justifiable homicides . . . are limited to the following types of cases: (1) The killing of a felon by a peace officer in line of duty. (2) The killing of a hold-up man by a private citizen." F.B.I. Tally Sheet for Return A.

tutes clearance only when investigation shows that he was the perpetrator and he is actually charged with the offense. If the suspect is released by the police without being charged, the case is not cleared. If, however, a person is tried and found not guilty, the case is left cleared. The recovery of property does not clear a case. All cases in which recovery is the only result are carried as not cleared. The local police do not take credit for clearance in a case committed outside their jurisdiction even though they arrest the perpetrator.

The arrest of one person may clear several offenses, and the arrest of several persons may clear only one offense. The following situations illustrate the rule:³

1. If a person is arrested and prosecuted for having committed a murder, the case is cleared by arrest.
2. If a person who has committed 12 burglaries is arrested and prosecuted on one or more of them all 12 of the burglaries are cleared by arrest.
3. If three persons who have jointly committed one burglary are arrested, only one burglary case is cleared by arrest.
4. If a person is arrested in the act of stealing, one case is cleared by arrest unless it is proved that he had committed additional crimes.

Exceptional Clearances

Some exceptional circumstances may be considered as clearing an offense without actual arrest, although detection of the offender is an essential in each case. They are limited to the following:⁴

1. Suicide of the offender.
2. Double murder.
3. Deathbed confession.
4. Confession of an offender already in custody or serving sentence.
5. An offender arrested by another city and delivered to the local jurisdiction for prosecution; an offender prosecuted in another city for a different offense; or when extradition is denied. In all cases, if the offense is to be considered cleared, the offender must be identified and an attempt made to obtain him.

ARRANGING AND INDEXING REPORTS

Clerks who attach reports and other items to the case sheet and index the cases perform their operations most expeditiously by following a routine procedure. For example: (1) the material is gathered together and arranged in numerical order; (2) a number of special operations are performed before certain reports are attached to the case; (3) the items are hooked up

³Adapted from *Uniform Crime Reporting, op. cit.*, Section 61, p. 47.

⁴Adapted from *Uniform Crime Reporting, op. cit.*, Section 62, pp. 47-48.

to the case; (4) index cards are made on these reports as well as on teletype and radio messages and foreign circulars; (5) the index cards are arranged in stacks for the file clerks.

Gathering and Arranging Case Material

All cases which have not been indexed and all material which is to be filed with cases are obtained from the cases-out-of-file drawer, the hook-up drawer, and the receiving box. The cases, to which are attached the items that belong with them, are first arranged in numerical order. The remaining items are sorted into two stacks: (1) Those which require further action.

Included in this category are the items bearing names or property descriptions which must be indexed, reporting the clearance of a case by arrest or the recovery of stolen or lost property, reporting additional stolen or lost property, and suggesting corrections in the case classification or in the value of property reported stolen; (2) Those which require no further action but may be filed immediately.

The cases to which the items in the first stack refer are next pulled from the file and are arranged in numerical order behind the cases which have not yet been indexed. The items that belong with them are slipped under a paper clip over the face of the case sheet.

Filing Items With the Cases

Either at this time, or after the other operations have been performed, the items in the second stack are hooked up to their respective cases at the filing cabinet. (The case filed immediately back of the one to which an item is to be attached is pulled an inch or two out of the file and left in that position while the operation is being completed in order that the case which is removed may be refiled in its proper position without a re-search.) The reports are attached to the case in the order of the date of writing and are assigned item numbers which are indicated in the upper left corner of the item. The case sheet is considered item number 1, although an item number is not placed on it. The preliminary report, when used, will usually be item number 2. When a prosecution report is filed with a case, it is placed between the case sheet and item number two in order that it may be easily located.

Performing Special Operations on Case Reports

Certain special operations must be performed before some reports are attached to the case.

1. **Property record.** Property records of automobiles, bicycles, firearms, and any found property of unestablished ownership are not filed until they are stamped "Indexed." (See Operations VIII E, F and pages 190, 193.) Before any property record is filed with the case, a search is made of the stolen property files (the stolen property file, stolen auto file, the number

file, and the inscription file)⁵ to determine whether the property was reported lost or stolen. When this operation is completed, the property record is stamped "Files searched." In the event the property record concerns property which has been reported lost or stolen on another case, the index cards are left in the stolen property files, an investigation report is submitted to the captain of detectives, and a card containing a brief resume of the facts is placed in front of the follow-up file. If the property is recovered on the case in hand, the index cards are removed from the stolen property files and the property record is stamped "Files cleared." In small departments, the index clerk may indicate the operations here described by merely writing on the face of the cards the word "Searched" or "Cleared." (See Operations VIII E and M.)

2. Description cards. Description cards are not filed until they bear the fingerprint classification and are stamped "Indexed."

3. Disposition sheets. Disposition sheets are not filed until they are stamped "Indexed." (See Operation VI B.)

4. Held for investigation reports and internment reports are not filed unless the booking clerk's initials indicate that he has corrected the booking on the record of arrest card.

5. Before being filed, reports and correspondence directed to some particular officer must bear his initials, and reports which obviously need the immediate attention of some line division must be referred to a commanding officer.

6. Reports which suggest changes in the classification of the case, which modify recorded information regarding lost or stolen property, or which report the clearance of a case by arrest are not filed until proper notation is made on the classification index card, with an entry on the face of the case sheet to indicate that this notation has been made.

7. Reports whose contents indicate the necessity of "reopening" a "closed" case are not filed until a card referring to the case has been placed in the file of the follow-up officer. ("Closed" cases are identified by the follow-up officer's initials or stamp.)

Indexing the Case Reports

Index cards are prepared for every name (including aliases and nicknames, but excepting the names of witnesses or possible witnesses) and for all property reported lost or stolen in case reports, correspondence, and circulars. (Forms 47a to 47m inclusive.) Index cards on persons arrested (Form 47d) may be placed in a separate pending file until the fingerprint

⁵See page 186. A second check of the stolen property files is made at the time index cards are filed. This first search assures an earlier identification, and minimizes the chance of failure to identify property in the possession of the police that has been reported lost or stolen.

FORM 17. CASE REPORTS INDEX CARDS (5"x3")

JONES, John P. 1962 Broadway	Beat 2	Res Burg Night
7692	rptd. 11:20 P.M., 1-10-42	
Rpts. house that add. was entered by breaking glass in side window on 1st floor. Loss: cash and man's overcoat. Value \$15.		
Between 7:45 P.M. and 11:15 P.M., 1-10-42		

A. Alphabetical index card on name of victim, case number 7692 Original for alphabetical index file and duplicate for classification index file. If a location index file is maintained, a triplicate is made for it.

JONES, John P. 1962 Broadway	Beat 2	Res Burg Night
7692	rptd. 11:20 P.M., 1-10-42	
Rpts. house that add. was entered by breaking glass in side window on 1st floor. Loss: cash and man's overcoat. Value \$15.		
Between 7:45 P.M. and 11:15 P.M., 1-10-42		
CLEARED BY ARREST 1-23-42		
Smith, Arthur S. (M-25), Union Hotel, Case 7986, overcoat recovered, \$5.		
Officer: Miller		

B. Classification index card to which information regarding clearance of the case has been added.

SMITH, Arthur S. Add. Unk.	Res Burg Night
7692	1-10-42
F. P. C. Unk.	
27 (40), 5-8, 172, med., blond, blue, fair, painter. Wanted for burglary. Felony warrant issued.	

C. (Salmon Color) Persons wanted index card for local person wanted.

BLACK, Jack C. (C-18) 1902 E. 33rd St.	Drunk
7628	rptd. 10:25 P.M., 4-6-42
Above arr. at 12th and Main at 10:15 P.M., 4-6-41. Charged with disturbing the peace.	
1 00 6	1414D6
1 01 8	
18 (41), 5-8, 176, stocky, black, brown, dk., lab.	
Disp: \$11.90 fine and costs.	

D. The arrest index card is made with identical copies for each alias and nickname, and all are clipped together and filed in the arrest pending file. The information in the upper half of the card is first recorded and the information in the lower half of the card (fingerprint classification, description, and identification number 1414D6 is later copied on these cards from the description card. (Operation III D.) The disposition is added after the case has been disposed of in court. (Operation VI B.)

FORM 47—Continued

FORD, William R. (47)	Beat 4	MV & MV
1327 E. Green (Minor inj.)		Injury
WILLIAMS, Fred H. (37)		
1218 N. Glen (Minor inj.)	rptd. 9:25 A.M., 3-1-42	
WILLIAMS, Mrs. Fred H. (Mary) (35)		
1218 N. Glen (Major inj.) (Pass)		
4852		
Above were injured when car driv by William R. Ford col. with car driv by Fred H. Williams at 14th & Grove at 9:22 A.M., 3-1-41.		

WALKER, John J. @	Forgery and Uttering
MORRIS, John	
17 01 10	
9 11 15	
26 (39), 5-10, 172, stocky, black, gray, fair, barber.	
Felony warrant issued. Sheriff's office, Troy, New York, will extradite.	
New York State Police Bulletin, January, 1942.	

E. Alphabetical index card prepared for an injury accident case. Duplicate on reverse of FORM 47F is classification index card.

IV. Condition of drivers			
V. Miscellaneous circumstances			
VI. Violations indicated			
Drivers: In viol	Not in viol	Not in acc	Not stated
Violation: Inv. in acc	Not in viol	Not in acc	Not stated
VII. Pedestrian action			
VIII. Pedestrian condition			
IX. Residence of pedestrian			
X. Type of motor vehicle			
XI. Motor vehicle defects			
XII. Vision obstructions			
XIII. Approximate speed			
XVI. Character of location			
XVII. Road condition and weather			
XVIII. Light condition			
XIX. Kind of location			
XX. Traffic control			
XXI. Directional analysis			

F. Reverse of accident classification index card showing printed entries for the compilation of the monthly report to the National Safety Council. A duplicate of the classification index card is used for the accident location file.

G. Salmon Color) Person wanted index card for person wanted by an outside agency. Index in duplicate. Name MORRIS, John, underlined in duplicate to indicate that it is to be filed under that name.

LUTHER, William A.	Larceny B
1426½ E. 1st St.	From yard
1728	1-16-42
Above suspected of theft of garden hose in this case.	

H. Alphabetical index card for person suspected in a case, but not arrested.

MILLER, Smith W. 1024 S. Broadway 6742	Driving while intoxicated 1-6-42
Driver's license suspended by Motor Vehicle Commission for driving while intoxicated. Sus- pended from 1-1-41 to 1-1-42.	

I. (Salmon Color) Alphabetical index card showing suspension of license.

Ford tudor sedan 1939	Mtr 18-5678921 Lic 2-25678 N.C. '39
1739	1-25-42

J. (Salmon Color) Sample of auto reference card to be filed in stolen auto file by motor number.

WALTHAM, 17 J watch 7264	Case 789625 Mov 654321 4-3-42
Square shape, w m . 16 size, open face, second hand missing, and has numerous dents in back of case. Rptd. stolen from John F. Walker, 1910 E 5th in burglary.	

K. Stolen property index card, prepared in triplicate, one copy to be filed under property classification, one under case number, and the third under movement number, with the proper item underlined in each case.

LONDON, Rev. James M. White Plains, N. Carolina	121 2
Above requests speaker.	1-16-42

L. (Blue Color) Correspondence index card (See Appendix B for correspondence index.)

POLICE RECORDS

FORM 47—Continued

SMITH, Harold E. 1723½ W. Main	Beer license
1-14-42	
Licensed to dispense beer on the premises of 104½ E. 1st known as Harold's Place. Expires July 1, 1942.	

M. (Green Color) Alphabetical index card showing issuance of revocable license.

classification, the description,⁶ and the police court disposition are entered. (See Operations III D, VI B.)

Identical index cards are needed for filing in different files and under different names, numbers, or inscriptions in the same file. For example, identical index cards (Form 47k) describing a watch are filed in the stolen property index file (according to the physical description of the article), in the inscription file (if it bears a monogram), and in the number file (one for the case number and another for the movement number). Identical index cards (Form 47j) are filed in the stolen automobile file on cars stolen locally, one according to the motor number and the other according to the license number. Name index cards are filed for each alias and nickname of persons wanted and persons arrested. (Form 47g is an example.) A duplicate index card is made for the driver file if the person was involved in an automobile accident or was guilty of a violation of the motor vehicle laws. In accident cases a name index card is made for each driver and each person injured (Form 47e), although if a driver is injured one card suffices for recording both facts. A duplicate index card is also made for each juvenile offender (page 209), although in some departments this additional index card is made by the juvenile division staff.⁷ These opera-

⁶Descriptive data are always listed in the order: sex, color, age, height, weight, build, hair color, eye color, complexion, occupation, and nativity if foreign. The color, if not white, is indicated by inserting (M), (N), or (O) after the name. The age is followed by the abbreviation of the year in which the person described reached the age given. In Form 47c, Smith was 27 years old in 1940.

⁷The juvenile division with adequate secretarial staff may prefer to prepare the index cards and tabulate data for Tables 16, 17, and 18 itself. This plan has the following advantages: (1) since similar cards are sometimes sent to such agencies as the social service exchange and juvenile court, all copies may be made in one operation; (2) the information to be listed is more conveniently and accurately obtained by the juvenile division staff; and (3) since index cards are eventually sent from the records office to the juvenile division, danger of loss is reduced. (See page 209.)

tions are discussed in greater detail on page 209. (See Operation VIII E, Appendix C.)

The identical index cards mentioned above (and classification and location index cards as well) may be made as carbon copies in order to conserve time if a good quality of carbon paper is used and not more than two carbon copies are made.⁸ In this process the advantage of ledger stock over cardboard for index cards becomes apparent. When identical index cards are prepared, the name, number, or inscription under which each is to be filed is underlined.

When indexing the name of the victim (which is the first name indexed) a carbon duplicate, called a classification index card, is made.⁹ The classification index cards (Form 47b) may carry the following information: the name and address of the victim; the case number; the beat number at time reported; the classification of the case; the date and hour reported; the value of the property reported lost or stolen; the date and hour committed (when known); the clearance of the case by arrest, including the name, age, and sex of perpetrator, the case number on which the arrest was effected, and the value of property recovered.¹⁰

In accident cases, a special classification index card (Form 47f) is frequently used which carries on its reverse a form which permits easy compilation of statistical data for the monthly report and for the National Safety Council report. The facts may be written in the spaces provided or they may be recorded by using numbers corresponding to those used in the National Safety Council monthly report. At the same time an identical index card is made out; this card should be inserted in the accident location file.

Changes made in classification, in location, and in the value of property stolen, the extent of recovery, and information on cases cleared or discovered to be unfounded are entered throughout the month on the classification index cards, which are retained in a pending file for convenience in making corrections and in compiling statistical data for the monthly report. Such changes or accomplishments on a case reported during a previous month require an auxiliary classification index card which is also placed in the pending file. (An auxiliary index card is used because of the inconvenience of searching for the original during the indexing operation. This procedure also avoids keeping a classification index card out of the permanent file until the monthly tabulations are made.)

The accomplishment of indexing must be indicated in order to avoid duplication and to assist in making inspectional checks. When indexed, the

⁸Some departments prohibit the use of carbon copies of index cards on the ground that the writing does not remain legible permanently.

⁹If a location index file is maintained, this name is indexed in triplicate. See page 188.

¹⁰If data for the monthly report vice table 21 are to be compiled by the records division, the source of the complaint and the amount of contraband seized must also be inserted on the classification index card. See page 210.

case sheet and all records which are not to be filed with a case are stamped "Indexed." In order to place responsibility, each index clerk is assigned a certain color of pencil with which he underlines in the report each item indexed. When the clerk indexes the items attached to the face of an indexed case, he must inspect the case to determine whether the name or property has been previously indexed. Only one index card for the general name index file is made for each name in a case.

Indexing and Filing Teletype and Radio Messages and Foreign Circulars

Information regarding stolen property and persons wanted is received in teletype and radio messages, foreign circulars, alarm cards on stolen automobiles, and wanted notices. A teletype or radio message which calls for immediate police action is forwarded to the complaint desk for the preparation of a case sheet. Most notices, however, require no immediate police action, but the information contained in them must be indexed and filed for future use as follows: (1) Foreign circulars which contain the fingerprint classification and a reproduction of one or more fingerprints are cut up and the descriptive data are pasted on 8"x8" cards. These cards and persons wanted notices containing these descriptive data on cards of proper size are indexed for the alphabetical index file and are then filed in the fingerprint file. (2) Persons wanted on felony charges are indexed if a sufficiently detailed description is provided to afford likely identification in the event of apprehension. Whether the names of incompletely described persons who are missing or are wanted on misdemeanor or felony charges shall be indexed depends on departmental policy. Best results are obtained by holding this indexing to a minimum, eliminating items which good judgment indicates will not be useful but indexing information on persons who may come to the local jurisdiction. (3) Property reported lost or stolen for which identifying numbers or inscriptions are given is indexed for the number and inscription files. (4) Automobiles reported stolen within an area (established by department policy) from which they might be driven into the jurisdiction of the local police are indexed for the stolen automobile file. All stolen automobile alarm cards (3"x5" penny postal cards) are also filed. Index cards must also be made on identifiable pawned articles (page 136), on registered or licensed bicycles and other registered property, on general correspondence (page 171), and on persons issued licenses subject to revocation or suspension (pages 85-86).

Color of Index Cards

Since so many different kinds of cards are filed in the general index file, it is advisable to have some of them colored in order to facilitate search and identification. Color differences are desirable in other files also. Some colors cause eyestrain with attendant errors and inefficiency and consequently

the colors must be selected with care. In the following color scheme, which is offered as a suggestion, all cards are white except:

Persons wanted, persons on probation or parole or with
suspended or revoked licenses, auto reference, found
property, pawnshop index cards, and index cards made
on bicycle and property registration cards. *Salmon*
Persons given licenses subject to revocation or suspension
index cards *Green*
Correspondence index cards *Blue*

Arranging Index Cards for Filing

The index cards are arranged in stacks according to the file in which they are to be placed. Underlining the number indicates that the card is to be filed in the number file; underlining the letters, that it is to be filed in the inscription file; underlining the description, that it is to be filed in the stolen property file. Classification index cards are easily identifiable because they are duplicates, provided they are not confused with duplicates for the driver file. The initials DF or LF entered on a lower corner of cards for the drivers file or location file will minimize misfiling. Each stack is secured by rubber bands and placed in a drawer for the file clerk.

A sorting box will be useful in arranging cards for filing. A box with 25 pigeonholes (one for each letter of the alphabet except "Y" and "Z" which are combined) is used for arranging the cards which are to be filed in alphabetical order. Number index cards are arranged in numerical order according to the last three digits. They are first sorted according to the third to the last digit and then the cards in each of the 10 resulting stacks are arranged according to the next to the last digit. The sorting box will not be needed for the second sorting, except when an unusually large number of cards are to be filed. Classification index cards are arranged according to the uniform classification shown in Appendix A.

FILING INDEX CARDS AND OTHER RECORDS

Great care is needed in filing index cards and other records since misfiling makes the location of them difficult if not impossible. Each item misfiled serves as a seed which grows as other items are inadvertently filed beside it. There is only one correct place to file each item. To file a card or other record correctly it is necessary to locate the two cards or records in the drawer between which the item belongs; if it is not placed between these two cards or records it is misfiled.

Because of the importance of maintaining index files in good order, a rule should be adopted and rigidly enforced that cards are not to be removed from the file. It is best definitely to fix responsibility for filing by designating one clerk to file the cards in a particular file with no one else permitted

to do so. Once each year, a clerk should be assigned to go through the general alphabetical index file, card by card, correcting any errors.

An effort should be made, while filing, to identify each card with one already on file. Whenever an identification is made (on a parole, wanted, or lost or stolen property index card, and under some circumstances on an index card on a person having a revocable license or a license which has been revoked), an investigation report on this fact is sent the captain of detectives. A card containing a brief resume is placed in front of the follow-up file. (Operations V E and IX.)

General Alphabetical Index File

A general alphabetical index file is maintained for the purpose of determining the case number, the arrest number, the identification number, the fingerprint classification, or the previous record of any person who has been the subject of police inquiry or action. A single alphabetical file, rather than a separate one for each class of records (i.e. a complaint or case index, an arrest index, an identification index, and a correspondence index) is suggested for the following reasons: (1) There is only one file to be searched in determining whether the police have any record of the subject. (2) There is only one place to file alphabetical index cards and the chance for errors in filing is reduced. (3) A single file makes it unnecessary to duplicate index cards. (For instance, if a subject has his name appearing in a case, if he be arrested on that case, and if he be fingerprinted, it is necessary to index his name on three separate cards if separate files are maintained.)

The following suggestions are offered as to the names to be indexed for inclusion in the general index file. Cards should be made on names appearing in a case. Cards are made on outside fingerprint cards which are placed in the local fingerprint file whether the subject is wanted or not. The making of cards for the names of persons wanted by other police agencies, as listed on circulars, depends upon departmental policy. Index cards are made of persons placed on probation or parole, persons given licenses subject to revocation, persons with and about whom there has been correspondence.

Cards are arranged in the general index file in strictly alphabetical order. The index clerk should have at hand a telephone directory of a large city to be referred to in deciding the filing of doubtful cases. Since the general index file in the medium-sized and larger departments will contain hundreds of thousands of cards, it is important that they be filed accurately.

Driver File

A driver file containing the names of persons who have been involved in automobile accidents or who have been arrested or served with citations or warning tickets for moving violations is maintained separately from the general index file in order to facilitate the search for the driving history of the offender. It becomes desirable to establish such a file when the volume of accident cases and traffic tickets makes burdensome the search of a large

general index file. The driver file is small in comparison with the general index file; it may therefore conveniently be located at some point removed from the main records office and operated by a clerk who performs duties which require his attendance but which do not occupy his full time.

Parking regulations are established primarily for convenience rather than safety, and while parking violations may be an indication of driving attitude they are not a measure of driving ability. Consequently, it is not necessary to file a card on the violator of these regulations, except in communities where a graded system of fines for these violations is provided, with a heavier penalty for the second and additional offenses.

Arrest and Juvenile Offender Index Files

Arrest index cards may be alphabetically arranged in a file pending the insertion of the fingerprint classification, the description, and police court disposition in order to eliminate the search of a large general index file to locate cards on which these data are to be recorded. At the time the police court disposition is entered, the card is placed with others to be filed in the general alphabetical index file. (See Form 47d and Operation VI B.)

Duplicate juvenile offender index cards are arranged alphabetically in a file pending disposition and the compilation of data for the monthly report, as described on page 209.

Classification Index File

The current and auxiliary classification index cards are placed in a pending file until the end of the month, so that the data on them may be tabulated. They are then transferred to a permanent file. Both files have dividers corresponding to the uniform classes listed in Appendix A. When the classification index cards are filed permanently, the information on the auxiliary cards is transferred to the corresponding originals which are already in the classification index file, and the auxiliary cards are then destroyed.

Classification index files serve three purposes: (1) They furnish material for statistical summaries if a tabulating machine is not used. (2) They aid in selecting cases which may have been committed by the same criminal, and thus serve as a simple form of *modus operandi* file. Classification index files are thus an aid to the investigation of cases and their clearance by arrest. (3) They enable the records staff to locate a case in which the name and exact date may have been forgotten, if the nature of the complaint or offense is known.

Accident Location File

An accident location file makes easily available for analysis the reports of accidents which have occurred at a particular location. Since most automobile accidents occur at intersections, cards are placed in the location file by names of streets intersecting instead of by street names and numbers.

The names of the streets are arranged alphabetically on the primary dividers. The record of an accident which has occurred at an intersection is filed behind the primary divider bearing the name of the street the initial letter of which comes first in the alphabet. If an accident, for example, occurs at the intersection of Beech and Monroe Streets, the record will be filed behind the primary divider Beech and then alphabetically according to the initial of the intersecting street. Secondary dividers bearing initials are added only when the number of cards is large enough to warrant them. It may be desirable to use secondary dividers bearing the names of cross streets at the intersections where a number of accidents occur.

In the case of an accident occurring between intersections, if a nearby intersection was in any way a causal factor the accident record is filed as of that intersection. If, however, the accident had no relationship to any intersection, the record is filed immediately behind the primary divider bearing the name of the street on which it occurred according to block number. In other words, all between-intersection accidents on Beech Street will be filed according to block number immediately behind the primary divider for "Beech" and in front of the accidents which have occurred at intersections on Beech Street.

A question arises as to what record shall be filed in an accident location file. It is possible to file: (1) the accident case itself; (2) a copy of the accident report submitted by the investigating officer; or (3) a 3"x5" index card which contains only the information found on the front of the accident classification index card. If index cards are filed and an analysis is to be made of the accident situation at a particular location, the cases referred to by the index cards must be pulled from the case file for study. Relatively few of the accident locations, however, are studied so intensively as to necessitate a review of all of the accidents which have occurred at that point. Because of this fact and for a number of reasons, the use of an index card is recommended. In the first place, it is undesirable to place the case in an accident location file because it is more difficult to draw it from this file than from the case file. This procedure also destroys uniformity in filing. The filing of an accident investigation report is not entirely satisfactory for this report does not always contain all of the information needed in studying the accident situation; the making of a copy for the location file is an added burden whether prepared by a clerk or by the investigating officer. The most satisfactory arrangement is to use index cards. An additional index card is easily prepared when the classification index card is made. Accident cases are easily withdrawn from the case file.

General Location File

A general location file usually is not essential. It has, however, certain advantages, and some departments may find it worth the cost of maintenance. It provides access to cases where the address is known but other information is not available. In making a distribution of the patrol force,

it is useful in the analysis of the geographical distribution of the need for police service.

If a general location file is maintained, a triplicate index card is made when indexing the name of the victim. A distinctively colored card should be made on the name of any person arrested, and if the person arrested is listed as the victim four identical index cards should be made. A card is filed on each arrest and on each case except traffic accidents, which have their own location file.

The general location file contains alphabetically arranged dividers bearing street names behind which the cards are filed in numerical order of street number. Dividers are placed in the file as they are needed. Incidents located by street intersection are filed according to block number under the street the initial letter of which comes first in the alphabet.

Auto Theft File

An auto theft file¹¹ is maintained for the purpose of determining whether an automobile or motorcycle being investigated or held by the police has been reported stolen. Duplicate index cards bearing the motor and license numbers of cars and motorcycles stolen locally are filed in the stolen automobile file. Also filed are cards made on theft reports received by telephone, letter, or wire from nearby police agencies. Alarm cards received from other law enforcing agencies, as well as from the National Automobile Theft Bureau, are filed according to motor number, but the license numbers are not indexed. The telegraphic service provided by the National Automobile Theft Bureau on reports of cars suspected of having been stolen makes less necessary the indexing of stolen automobiles reported by foreign circular when not in the form of 3"x5" index cards ready for filing), unless they

¹¹Numbers are filed according to the last three digits in order to distribute the cards more evenly through the file. If they were filed according to the first number, it is likely that many motor numbers of automobiles of the same make would bear the identical first three digits and the file would be quite unsatisfactory.

The size of the auto theft file determines the number of dividers which will be used. A primary set is numbered 0, 1, 2, 3, up to and including 9. After each of the primary dividers there is placed a set of secondary dividers similarly numbered but usually of a different color. In the event the number of cards in the file justifies further dividers, each of the secondary dividers will have placed behind it a set of "10 position" dividers numbered in the same way, but again of a different color and usually with tabs of a shape different from those on the secondary dividers. (On "10 position" dividers, each tab takes 1/10 of the space along the top of the divider, and each successive tab is to the right of the position of the preceding one.)

Stolen auto index cards are filed according to the motor number. In the case of local stolen cars the license number is also indexed. Since numbers are filed according to the last three digits the number 9385462 is filed as though it were 462, that is, it is filed under the primary divider 4 behind the secondary divider 6 and behind the divider 2 of the third set. If there is not a third set of dividers, the card is filed among the cards appearing behind the secondary divider number 6 between a card ending in the digit 1 and another ending in the digit 3.

In the event there are several cards in the file having the last three digits 462, these cards are then arranged in the order of the first digit appearing in the number. If the first digit is 9 and there are several cards ending in 462 with the first digit 9, then the next digit (3) is used in the classification.

are from a nearby department or have been used by badly wanted criminals.

The auto theft file is cleared of obsolete cards once each year by removing outside alarm cards over two years old. To facilitate this process the current year is stamped in large figures on the face of each alarm card at the time of filing. Local auto theft index cards of motor numbers are left in the file until the car is recovered, but index cards on license numbers are removed every year when they are out of date. It is not considered worth while to clear the stolen auto file of outside stolen cars reported recovered. In the event of recovery of cars stolen locally, the index cards are of course removed.

In addition to these index cards, a reference card is also filed by motor number in the auto theft file (see page 73 and Form 47j) on each automobile and motorcycle which the police have had in their possession or on which they have received an inquiry. The reference card indicates that the police have some knowledge of the vehicle in question, and it bears the case number so that the facts of the case may be easily ascertained. For example, a man with a car in his possession may be arrested and he and the car may both be released on the following day. The car may have been stolen in another city and the police may at some later date receive an alarm card reporting its theft. When the alarm card is filed, the reference card is identified and the police have available information regarding the identity of the probable thief.

It is not considered necessary to maintain separate files for the various makes of automobiles nor a separate file for license numbers. All index cards are placed in the stolen automobile file without reference to the make of car. Information regarding the make of cars stolen locally is available from the classification index file.

Stolen Property File

The primary purpose of the stolen property file is to facilitate the identification of any article as an item reported lost or stolen. Stolen, lost and found property¹² is described by the investigating officer in terms of factors arranged in the order of the outline on page 67, and this information on each article is recorded on one index card.¹³ Each index card is filed alphabetically by the name of the article described.¹⁴ For example, index

¹²Descriptions of lost articles are subjected to the same indexing procedures as descriptions of stolen articles, index cards being filed in the stolen property, number, and inscription files. The same indexing is done for found articles when the identity of the owner is not established, except that cards are of a different color, such as salmon. (Operation VIII E.)

¹³If an article is composed of two or more parts which may be easily separated, such as the pendant from a neck chain, the buckle from a belt, the vest or trousers from a suit, an index card should be prepared on each item, with a notation that it is a part of other items.

¹⁴Some departments divide the stolen property file into such main sections as athletic goods, books and stationery, building material, cameras, clothing, cutlery, dry goods, electric supplies, field and opera glasses, firearms, fixtures, hardware, hose, household

cards on the following articles would be arranged in the order indicated: abacus, addressograph, adze, airplane, ammonia, ammunition, anchor, anemometer, antler, anvil, apples, arbalest, armor, arrow, arrowhead, arsenic, atlas, auger, avocado, awl, awning, ax, axle.

Care must be exercised in the selection of the name to be indexed when alternative names may be used. The most commonly used name should be selected and cross-reference cards of attention-demanding color should be placed in the file under other possible names. For example, a card should be filed under "looking glass" referring the user to "mirror" so that descriptions of such articles will invariably be filed under the name "mirror." A modifying or descriptive word preceding the class name should not be used as the first determinant in filing except when it is so listed in any dictionary which may be selected as a standard, such as *Webster's Collegiate Dictionary*. For example, a cigarette lighter would be filed under "lighter," not under "cigarette lighter," and hip boots would be filed under "boots," not under "hip boots," whereas a drawing knife would be filed under "drawing knife" and a pocketknife under "pocketknife."

The descriptive word may be made a subdivision of the name of the article only when the purpose or other characteristic of the article described by that word is clearly established on sight and is susceptible to no misinterpretation and when it is an essential part of the name. For example, razors could be divided into electric, safety, and straight, and watches into wrist and pocket. After lighter might appear the subdivision cigarette, and after knife such subdivisions as hunting, kitchen, and table. It would not be advisable, however, to subdivide kitchen knives into bread, meat, and paring knives, because the distinction is so inexact as to result in confusion.

Several index cards bearing the same name may be arranged alphabetically according to the name of the manufacturer. For example, wrist watches could be divided into Bulova, Elgin, Gruen, Illinois, Ingersoll, and so on. The name of the manufacturer may not always be determined, especially for such articles as furniture, jewelry, tools, and clothing. If cards are arranged according to the name of the manufacturer, cards describing similar articles of unknown manufacture are filed under "unknown."

Several index cards bearing the same name and the same manufacturer's name may be next arranged alphabetically according to the material from which the articles are made. In the case of some articles this division is not used because they are made usually of the same material. For example, knives and many other tools and machines are customarily made of steel. However, the material used in the construction of a case or cabinet is

furniture and provisions, instruments, jewelry, machinery, pens, radios, scooters, signs, tools, watches and clocks, and miscellaneous, which in turn are subdivided into other arbitrarily established sections. Greater skill is required to use such a file effectively, and there is greater possibility of misfiling than when items are arranged in purely alphabetical order.

frequently an identifying factor. For example, radio cabinets may be of wood, bakelite, or other plastic material; watch cases may be of metals of different colors, such as black, white, or yellow.¹⁵

If several cards are alike in name of item, manufacturer, and material, they may be further arranged alphabetically according to their form or shape. Watches, rugs, and other articles may be oblong, oval, pentagonal, rectangular, round, square, and so on. The model number (not serial number) may be used to describe the form or shape of some machines and tools.

The cards of some articles may be arranged numerically according to size as for example, hats, shoes, watches, tools, chests, and rugs. If the size is by dimensions, the card is filed according to the smallest dimension.

Articles in which the names of the manufacturers are usually unknown, or which are ordinarily made of the same material, in the same form, and of uniform size may require further subdivision according to sensory description. For example, kitchen chairs may be unfinished, varnished, or lacquered in different colors.

Cards for rings may be divided into band, cameo, fraternal and class, intaglio, signet, or stone, each type further subdivided according to color of metal. Included in stones are precious and semiprecious gems. They are described only by their color, as black, blue, colorless, green, multicolor, red, white, yellow. Cards filed under "stone" may be arranged in numerical order by the number of stones, with those of equal number arranged alphabetically according to color. Multicolored stones may be subdivided according to the predominant color. If there are stones of different colors the card may be filed under the color the initial letter of which comes first in the alphabet, subdivided according to the initial letter of the stone color that comes next in the alphabet, and so on. If there are stones of only two different colors the cards may be further arranged numerically by the number of stones of the second color. In large files many cards will be found describing settings of one, two, and sometimes three stones, especially in the colorless classification. These may be further subdivided according to the weight (carats in the case of precious gems) of the largest, then the next largest stone, and so on. Cards describing stones of an unknown weight may be arranged according to the shape of the stone.

Cards bearing descriptions of band, cameo, fraternal and class, intaglio, or signet rings with stone settings and of other articles in which stones are set, such as necklaces, pendants, brooches, pins, buckles, watches, and ear-

¹⁵The description submitted by the investigating officer of metals used in jewelry should indicate the color and the metal, but only the color should be used in filing. The reasons are: (1) the accurate determination of the metal in recovered jewelry in some instances would require chemical analysis, and (2) the owner may be misinformed regarding the true nature of the metal. For these reasons platinum, silver, and white gold are classified as white metal, abbreviated W.M. Gold might appear also as yellow (Y.M.), red (R.M.), and green (G.M.). The same rule applies in descriptions of precious and semiprecious gems.

rings, may likewise be arranged according to the description of the setting.

The number of dividers in the file depends on the number of index cards and consequently they should be added as needed. In a small department a set of alphabetical dividers will suffice. Additional ones should be inserted when more than 20 cards appear behind an alphabetical divider. Usually some articles will be recorded more frequently than others, and dividers bearing the names of these articles may be inserted, as, for example, "watch." When 20 cards are filed behind the "watch" divider, additional dividers should be inserted dividing wrist watches from pocket watches. In time, dividers bearing the names of watch manufacturers must be inserted. Cards would be filed behind each of these dividers according to the color of the metal even though corresponding dividers were not used. In large files, however, dividers will be provided for the material (the metal color of watches, for example) as well as for the shape and size of the article.

It may be desirable to insert a definition on index cards bearing somewhat ambiguous names. For example, a vest may be defined to include all sleeveless jackets of waist length, a jacket as apparel of waist length with sleeves, and a coat as apparel of greater length than a jacket.

Cards should be removed from the file when the property is recovered. (Operations VIII E and M.) The file should be overhauled periodically and certain cards removed: those over six months old describing perishable goods, those over two years old describing nonperishable food stuffs, tobacco, and liquor, and those over five years old describing wearing apparel, linens, and bedclothes. Cards describing articles of greater value, or articles not likely to be worn out, consumed, or destroyed should be kept indefinitely. They are useful for identification purposes long after the statute of limitations has expired.¹⁰

Number File and Inscription Files

Number and inscription files aid in identifying lost and stolen property by means of index cards on lost, stolen, pawned, found, and registered articles which bear identifying numbers, initials, monograms, or names. The number file is identical in form to the auto theft file and the inscription file is arranged in the same way as the general index file. The initials and monograms are filed according to the last initial in the inscription. The first initial is used as a secondary classification and the second initial as a third classification. Index cards are filed on articles bearing identifying data which are reported by foreign circulars. Index cards of a different color (such as salmon), bearing these identifying data discovered on pawned articles and on found articles the ownership of which is not established, are also filed. Index cards of similar color are made on bicycle and property registration cards. (See page 85.) The salmon-colored index cards serve the same purpose as the reference cards in the auto theft file.

¹⁰The lengths of time various types of index cards may be left in the file are offered only as a suggestion; the time may be varied to suit the policy of the local department.

Essential Operations Before Filing Other Records

If all essential operations in connection with records are to be performed, clerks must be familiar with required procedures so that reports will not be filed until each prescribed task has been accomplished and the fact properly noted.

1. The case. The case is not filed until the case sheet is stamped "Indexed" and has the follow-up officer's stamp or initials in a designated location. If the case is not indexed before being filed, it may be lost for department use. If it is not inspected by the follow-up officer, there is no assurance that the incident will be finally and properly disposed.

2. Fingerprint cards must be stamped "Indexed" before they are filed. (See Operation III D.)

3. Before filing, F.B.I. criminal history sheets must be initialed by the captain of the detective division and, in cases of vice charges, by the head of the vice division as well. (See Operations III H and I.)

4. Record of arrest forms are not filed in the permanent record of arrest file until the monthly report has been made. (See Operation XVI F.)

5. Miscellaneous reports. Special service reports are not filed until a records clerk has indicated that a telephone notice was made to the agency responsible for the performance of the service, except in those cases where completed action was taken by the patrol officer himself. Most of the miscellaneous reports must be initialed by someone before they are filed, as indicated in Operation X.

FOLLOW-UP CONTROL

A regular and orderly system of follow-up¹⁷ (check and control) on complaints, arrests, and other police matters is essential to the effective administration of investigation activities. It assures that all available information at the command of the department is brought to bear on each case. It is also important in the control of the work of individual officers.

A police department which relies solely upon individual officers to follow through on cases to which they are assigned cannot give satisfactory service. A system is needed for supervising and controlling all police matters that require investigation or other action, and for determining that the service rendered is effective and of high quality. A system of follow-up expedites the day-to-day business, catches the stray threads at the proper intervals, causes action to be instituted at a stated time in the future, and generally aids in keeping the staff on its toes.

The reading and inspection of cases and reports is a tedious, time-consuming clerical duty. If the patrol sergeant personally reviewed all of the cases being investigated by his subordinates, a substantial part of his time would

¹⁷Operation XV, Appendix C.

be devoted to this activity and his important supervisory tasks would be neglected. Follow-up might be conducted by providing each superior officer with a high-grade secretary who would perform this task and call attention to matters of apparent irregularity or neglect on the part of his subordinates. The inspection of cases, however, is not a full-time occupation for a number of individuals; it can be performed most economically and generally satisfactorily by assigning all follow-up activities to a single officer. He serves as the central analyst of all reports submitted by the force, and calls the attention of the appropriate officers to errors, omissions, and needed actions. He stands as a guardian over department policy and procedure.

Relationship of Follow-up Officer to Other Officers

The follow-up duty involves referring cases through the line of direct control to ever higher authority. Such action frequently creates ill will; some superior officers resent having their judgment questioned and are offended when a matter is referred over their heads to a superior in rank.

A clear understanding by superior officers of the secretarial and service nature of follow-up duties will do much to eliminate ill will. These officers should understand that the follow-up officer is not attempting to dictate their policies, supervise their work, or direct their men. A secretary is obviously subordinate to his employer but is expected to call the employer's attention to correspondence which must be answered, appointments which must be met, and conferences which must be attended. It is not considered insubordination to call these matters to the attention of the employer nor does the action carry with it a command. The follow-up officer is in somewhat the same category with the secretary. Although he may suggest the advisability of certain procedures by questions, the decision regarding what is to be done is left to the superior officer. The follow-up officer has no direct authority over the personnel of the department. To give him such control would be a violation of the principle of unity of command.

The General Duties of the Follow-up Officer

On the shoulders of the follow-up officer rests the responsibility of checking and inspecting reports and actions, rejecting, correcting, criticizing, and questioning. He must understand in detail the operations of each division of the department, the interrelationships of these operations, and the relationship of the police department functions to those of other municipal departments. He is the department diagnostician sitting with his fingers on the pulse of activity, anxiously watching to be certain that no beat is missed. He needs to know every angle of the department's business; what should be done and what should not be done; how an investigation should be conducted and when it is completed; and what is expected from every officer regardless of rank. Obviously, an ordinary clerk is not qualified to perform these tasks.

Specifically, the follow-up officer has the responsibility of inspecting each case to ascertain:

1. That the case sheet is properly executed; the information complete; the classification correct; and the proper assignment of officers made.

2. That reporting regulations have been followed, and in particular that investigation reports: (a) are submitted promptly; (b) are completely executed, containing answers to the questions Who? Where? When? What? Why? and How?; and (c) contain names and descriptions properly and completely recorded.

3. That proper and complete investigations have been made or actions taken, with particular attention to the following matters: (a) the questioning of neighbors and the interviewing of witnesses; (b) the use in criminal investigations of all facilities in the department and available in the community, state, or nation; (c) the complete investigation of each clue; (d) notification to other agencies when this procedure is advisable; (e) the sending, if necessary, of letters reporting parole violations and convictions which may result in the revocation of drivers' and other licenses; (f) the explanation to the complainant of the action taken by the department and the results.

4. That records division operations are accomplished, with specific reference to the following: (a) the proper hook-up of items, with care in each case that any special operations are performed; (b) the proper indexing of cases; (c) the prompt answering of correspondence attached to the case; (d) the receipt of answers on letters of inquiry sent on each case; (e) the disposition of property.

The Follow-up File

In order to operate a follow-up system a file is needed to accommodate 3"x5" cards and dividers designated by date for each day of the year. The dividers for each month are separated by distinctively colored dividers. The follow-up clerk places behind a divider of a given date all cards referring to cases or other matters which he wishes to inspect or consider on that date. In the front part of the file other clerks place reference cards for the attention of the follow-up officer.

The Follow-up on Cases

Follow-up work begins with the inspection of the case, and the fact that this action has been taken is indicated by stamp, initial, or check mark on the case sheet. If the case cannot be closed on the first inspection because of the absence of certain reports or because the investigation is not complete, the follow-up officer fills out an index card listing the case number, the date on which he wishes to reinspect the case, the names of the officers assigned, and any special notations which may assist him in reinspection, such as the reason for holding the case open. Such notations may eliminate the need

for several complete reinspections of the case at a later date. If there is considerable follow-up work, notations are valuable in guiding future inspections and indicating in a general way the history of the efforts made by the follow-up officer to close the case. Pending cases are filed in the regular case file in order to eliminate the need for a pending file and to facilitate the location of a given case.

The follow-up officer each day removes from the follow-up file the cards appearing behind the divider of that date. The cases involved are then taken from their file and inspected critically to determine whether they may be closed. If the reinspection indicates that the case is being properly handled but that the investigation has not been completed or that the officer still has work which he is attempting to complete, then a new reinspectional date is set to allow additional time to dispose of the case. The amount of time allowed is determined by the follow-up officer on the basis of the information at hand.

In deciding, either during an original or a later inspection, whether a case should be closed, the follow-up officer considers the thoroughness of the investigation, the satisfaction of the complainant, and the conformity of the reports to regulations. If any irregularity appears, either in the manner of handling the case or in the method of reporting, the follow-up officer calls the matter to the attention of the investigator's immediate superior. When the entire process of follow-up has been completed, final approval is indicated by again date-stamping the case sheet. The date is useful in checking the work of the follow-up officer.

The Follow-up on Arrests

The follow-up on the disposition of arrests is made independently of the follow-up on cases, although the same follow-up file is used. In most instances the case will have been closed some time before the court disposition is received. The case is not kept open until this disposition is received by the department.

Index cards are made on arrests in police court cases on which no disposition is recorded at the time of the monthly tabulation (Operation XVI F) and also on prosecution reports, as a further check on the follow-up maintained through the arrest ledger. The cards, clearly marked to indicate their purpose, are placed in the follow-up file to be reviewed when disposition has been made. If it is not made, the follow-up officer refers the matter to the investigating officer to determine the status of the case. If the disposition is attached to the case, a check is made to determine if there is property on hand which has not been disposed of. If inspection indicates that the case is completely disposed of and that there is nothing further to be done, the follow-up officer indicates this fact by pencil check over the "Case Closed" stamp on the case sheet, or by some other indication considered suitable.

FOLLOW-UP INDICATOR

Attention	Noted	Regarding	CASE NO.
1. <input type="checkbox"/> Not attached to case			
2. <input type="checkbox"/> Report insufficient			
3. <input type="checkbox"/> Should letter be written		Item	? Yes <input type="checkbox"/> No <input type="checkbox"/>
4. <input type="checkbox"/> Should officer be assigned to follow up			? Yes <input type="checkbox"/> No <input type="checkbox"/>
5. <input type="checkbox"/> Discrepancy			
6. <input type="checkbox"/> What was disposition of property <input type="checkbox"/> car <input type="checkbox"/>		Car in our possession	days
7. <input type="checkbox"/> Should property item		be released? Yes <input type="checkbox"/> No <input type="checkbox"/> Has owner been notified? Yes <input type="checkbox"/> No <input type="checkbox"/>	
8. <input type="checkbox"/> Report indicates that it was not submitted at end of tour of duty. Item			
9. <input type="checkbox"/> Have suspect and all available information sources been checked? Yes <input type="checkbox"/> No <input type="checkbox"/>			
10. <input type="checkbox"/> Report on indicator dated		not attached to case.	
11. <input type="checkbox"/> Has complainant been informed of action taken? Yes <input type="checkbox"/> No <input type="checkbox"/>			
12. <input type="checkbox"/> Are details sufficient in item		line ? Yes <input type="checkbox"/> No <input type="checkbox"/>	
13. <input type="checkbox"/> Is prompt action being taken? Has nuisance been abated? Yes <input type="checkbox"/> No <input type="checkbox"/>			
14. <input type="checkbox"/> Should		be run on polygraph? Yes <input type="checkbox"/> No <input type="checkbox"/>	
15. <input type="checkbox"/> Should further investigation be made? Yes <input type="checkbox"/> No <input type="checkbox"/>			

Remarks

NOTE—Indicator shall be held by officer to whom directed until any necessary report has been received from officer involved. Indicator and any necessary report shall always be returned to records division at end of tour of duty. Indicator shall not be shown to officer involved. Officer to whom directed shall answer Yes ☐ No ☐ in every case where such answer is provided for.

FORM 48. FOLLOW-UP INDICATOR (8"x5")

Follow-up Indicators

Follow-up control is exercised by means of an indicator (Form 48). Every matter discovered by the follow-up officer to be irregular in any way is referred to the superior of the officer assigned by the use of this form. The printed indicator is less personal than a note written to the superior officer, and its use is therefore recommended. The matter in question is indicated by a check mark. A study of the design and content of the indicator clearly shows that the follow-up officer neither orders nor directs. The superior officer determines by an examination of the indicator whether he understands the point at issue and is able to trust the judgment of the follow-up officer and direct his subordinate without personally inspecting the case. If not, it is necessary to obtain the case from the records office and review the facts before he can take action.

The superior officer retains the indicator until he receives a report which clears the issue by furnishing the desired information, correcting the error, or indicating the performance of the action called for. He then initials the report, attaches it to the indicator, and forwards both to the records office.

The superior officer, however, may not be of the same mind as the follow-up officer, in which case he returns the indicator to the records office with a statement to this effect and takes no further action in the matter. Then the follow-up officer's action is determined by his opinion of the importance of the issue and his confidence in the judgment of the superior officer. If the follow-up officer is impressed with the importance of the matter, and is convinced that some action should have been taken, he directs an indicator to the immediate superior of the supervising officer concerned. On receipt of the indicator, the superior informs himself regarding the facts by inspecting the case. If he considers the follow-up officer's suggestion proper, he refers the matter back to the first supervisory officer, with a request that the action be taken. If he rules against the follow-up officer, he writes "No action" on the indicator and returns it to the records office.

The follow-up officer may then let the matter rest, or if the issue seems very important in the light of his knowledge of how the chief and his principal deputies desire the department to function, he may appeal to each superior up the channel of direct control until, as a court of last resort, an indicator is directed to the chief of police. An indicator will reach the chief of police infrequently in the large departments, but in smaller departments with fewer ranking officers intervening matters may frequently be referred to the head of the department for final decision. Naturally, it is impossible to keep from the subordinate personnel of the department the general knowledge that indicators are used, but in a particular case the superior officer does not show the indicator to the officer involved nor base his request for an additional report or investigation on the fact that a follow-up indicator has been received. Instead, he stands on his own feet, taking such action as he deems advisable and giving the orders as though

he originated them. Subordinate personnel then do not know whether the request for additional investigation originated with the follow-up officer or with the superior officer.

Making the Follow-up Effective

Much of the value of follow-up work depends upon the promptness with which action is taken. The bulk of reports reach the records office at the close of the day tour of duty. The next largest number of reports are received during the evening tour of duty. If the follow-up officer works during the day he will inspect these cases during the second day and the action taken by him may not become effective until the third day. The smallest number of reports is received during the tour of duty commencing at about midnight. Therefore if the follow-up officer begins working at midnight, follow-up action is pushed up one day. Irregularities are detected and "kicked back" the day after they occur while the facts are fresh in the mind of the officer.

An officer superior in rank to the follow-up officer regularly makes an examination of enough samples of the cases in the file to enable him to supervise and check the follow-up work being done. In this inspection, note of the date on which the case was closed helps the supervising officer to determine whether it has been handled properly.

Pitfalls to Be Avoided

There is always the danger that officers may rely upon the follow-up system to such an extent that they lose some of their normal speed and efficiency. They also have a tendency to place too much reliance upon the follow-up officer in the matter of investigations. They progress to a certain point in an investigation and then may adopt the attitude that if enough has not been done a kick back will come from the follow-up officer. If the matter gets by the follow-up officer, the investigating officer will have saved himself some work. Superior officers may have the same feeling—that since the follow-up system will catch all loose ends, why bother about careful supervision of either investigations or reports?

These attitudes must not be permitted to develop; all officers must clearly understand that they are immediately responsible for matters assigned them and that their responsibility cannot be passed to the follow-up officer. They must realize that the fundamental purpose of the follow-up officer is constructive assistance rather than arbitrary supervision. They must realize that if all police matters were properly handled there would be no need for a follow-up and that indicators are evidence of a failure or carelessness.

Follow-up as an Aid in Evaluating Personnel

Follow-up index cards placed in a dead file as cases are closed are valuable in the compilation of personnel data. Monthly reports by the follow-up officer show for each officer the number of cases investigated and the number

of indicators sent. This procedure gives some clue to the relative efficiency of the officers; carelessness and indifference are quickly spotted; the relative efficiency of patrol sergeants may be judged by the efficiency of their men; and the degree of equality in the distribution of work may be estimated.

9

SUMMARIZING AND ANALYZING POLICE RECORDS

THE POLICE administrator must recognize police problems and direct his force in their solution. He must know the accomplishments of the various branches of the department and the effectiveness of strategy, policies, programs, and procedures if police effort is to be wisely expended. Summaries of police incidents and actions taken made at regular intervals or as special studies provide measures of the size and character of the police problem and of the effectiveness of the department in dealing with it. Indexes of crime rate and accident rate as well as other indexes provide (in summary form) information useful to the administrator in determining police policies, developing programs, and estimating variations in the effectiveness of police operations. The first part of this chapter is devoted to an explanation of the collection and recording of statistics in daily, monthly, and annual reports. Their use in the detection, analysis, and solution of police problems is then discussed.

The Committee on Uniform Crime Records of the International Association of Chiefs of Police has developed consolidated daily and monthly report forms¹ and a series of annual report tables² based on a uniform classification of crimes. The primary consideration in the development of these tables was that they should serve as the basis of a nationwide system of uniform crime records. They have served this end admirably and the essentials of uniform crime records must not be lost sight of in any modification which may be made of them. However, they do not include data essential to the solution of many police problems.³

¹Consolidated daily and monthly report forms are supplied to police departments without charge by the Federal Bureau of Investigation, Washington, D. C.

²International Association of Chiefs of Police, Committee on Uniform Crime Records, *A Guide for Preparing Annual Police Reports* (rev. ed.; Washington: Federal Bureau of Investigation, 1935).

³For example, they do not contain data relating to lost and found animals and property, detailed information regarding the disposition of drivers under the influence of intoxicating liquors and of drivers involved in accidents; and the disposition of traffic citations and warrants issued for failure to appear, and analysis and disposition of warning notices. Information useful in the field of juvenile crime control which goes to the tap root of the crime problem is also omitted. They do not contain the number of juvenile offenders, and the disposition of their cases; the sources of information on juvenile offenders; Part I cases cleared by the apprehension of juveniles; the age, sex, and color of juvenile offenders; offenses against juveniles by adult offenders and the number and disposition of those

DAILY SUMMARY **Crimes of Fraud, Theft, or Violence**

Day..... Date.....

CASE NO. Crime Classification Time Location Beat Officers

TOTALS

	Robbery	Burglary		Larceny			Auto Theft	Checks	Fraud	Traffic Accidents	
	Residence	Non-Residence	Bicycle	From Car	Shoplifting	From Person	Min.	Max.		Injury	Fatal
Last 24 hours											
Total of month											
Last month this time											

	Drunk on Driving Arrests	Classroom			Warnings			Hold	Days and Windows Passed Closed
		R. D.	Speed	Min.	R. D.	Speed	Min.	Inv.	N. C.
Last 24 hours									
Total of month									
Last month this time									

OFF DUTY

OFFICER	Days Off	REASON	OFFICER	Days Off	REASON

Completed Clerk
 8 A.M. Date

(Standard Form of the Committee on Uniform Crime Boards of the International Association of Chiefs of Police)
(Copies available at the Federal Bureau of Investigation)

CONSOLIDATED DAILY REPORT

POLICE DEPARTMENT _____

CITY OF _____

For 24 Hours Ending 7 A.M. _____ 19____

NUMBER OF OFFENSES KNOWN TO THE POLICE (Includes on View Arrests)				UNIFORM CLASSIFICATION OF OFFENSES	PERSONS CHARGED (Includes Arrests, Summons and Notices)			
Past 24 Hours	This Month to Date	Last Month to Date	Same Mo Last Year to Date		Past 24 Hours	This Month to Date	Last Month to Date	Same Mo Last Year to Date
				PART I CLASSES				
				1 Criminal Homicide (a) Murder and Nonnegligent Manslaughter (b) Manslaughter by Negligence				
				2 Rape				
				3 Robbery				
				4 Aggravated Assault				
				5 Burglary—Breaking &/or Entering				
				6 Larceny—Theft (Except Auto Theft)				
				7 Auto Theft				
				Total, Part I Classes				
				PART II CLASSES				
				8 Other Assaults				
				9 Forgery and Counterfeiting				
				10 Embezzlement and Fraud				
				11 Stolen Property Buying Receiving, Possessing				
				12 Weapons Carrying, Possessing, etc.				
				13 Prostitution and Commercialized Vice				
				14 Sex offenses (Except 2 and 13)				
				15 Offenses Against the Family and Children				
				16 Narcotic Drug Laws				
				17 Liquor Laws				
				18 Drunkenness				
				19 Disorderly Conduct				
				20 Vagrancy				
				21 Gambling				
				22 Driving while Intoxicated				
				23 Violation of Road and Driving Laws				
				24 Parking Violations				
				25 Traffic and Motor Vehicle Laws (Except 22-24)				
				26 All Other Offenses				
				27 Suspicion or Held for Investigation				
				Total, Part II Classes				
				Grand Total				
TRAFFIC ANALYSIS								
Persons Charged	Past 24 Hours	Month to Date	Same Mo Last Year to Date					
1 Speeding								
2 Reckless Driving								
3 Illegal Parking								
4 Improper or Defect Lights & Brakes								
5 Non-Observance Light or Sign								
6 Improper Registration or License								
7 Violation by Pedestrians								
8 All Other Violations								
9 Total								
Traffic Accidents Total No.								
Injuries In								
Deaths In								

SUMMARIZING AND ANALYZING POLICE RECORDS 205

PERSONNEL REPORT	Total	Chief's Office	Research Bureau	Uniformed Force	Detective Bureau	Traffic Bureau		Per Miles	Per Miles	Per Miles
Numerical Strength										
Total Absent										
Temporary Details										
Effective Strength										
CAUSE OF ABSENCE										
1. Sick										
2. Injured										
3. Vacation										
4. Day Off										
5. Leave										
6. Suspended										
7. A. W. O. L.										

Major Events, Brief Details of Outstanding Crimes, Etc.:

The monthly and annual report tables shown in Appendices D and E contain the essentials of the I.A.C.P. tables. Because of the completeness of the data recorded on these tables, their use is recommended for all departments except the very small ones which are limited in clerical staff and have less need for all of the statistics included. Larger departments may wish to tabulate more complete data, and consequently will add to the recommended forms. In either case the forms used may be modified to provide the information desired so long as the principles of uniformity are adhered to.

DAILY SUMMARY

The commanding officers of the department need current information on major crimes, accidents, and arrests and on officers not available for duty. This information may be tabulated in convenient form on a daily summary sheet such as Form 49, on which are entered the totals to date of the current and previous month to serve in detecting situations needing attention. Large departments find the consolidated daily report mentioned above (Form 50) more satisfactory because the subjects covered are broader in scope. The daily summary is prepared by the complaint clerk at 6:00 A.M. The original copy goes to the chief of police; duplicates are sent to the captain of detectives, the captain of the patrol division and, if desired, to the executive head of the city. Certain designated municipal officials, as the auditor, personnel director, and city physician, may be notified daily of absences listed on the daily summary. At the end of the month, the original copies of the daily summary are forwarded to the records division for filing.

THE MONTHLY REPORT

Each month significant data should be compiled and presented in a form convenient for analysis and comparison, so as to reveal crime trends and the effectiveness of police units and policies. The administrative head of the city as well as the top police officials will be interested in a summary report of this character. The number of copies will be determined by the size of the department. One copy is filed permanently in the records division. Additional copies are made for the chief of police and for captains of each division, and in large departments for other functional units.

Information to Be Included

The sample monthly report tables shown in Appendix D may be divided into eight groups: (a) complaints and other cases except traffic accidents (Tables 2 to 6 inclusive); (b) arrests (Tables 7 and 8); (c) traffic accidents

arrested. Summaries of the activities of the vice division, the police laboratory, and the polygraph operator, of service rendered by the personnel, and of damage to police vehicles are not included. Information relating to the distribution of arrests and recovery of stolen property among police units, distribution of incidents by platoons and beats, and other accomplishments and failures in police service are facts important in successful administration which are omitted.

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and enforcement (Tables 9 to 15); (d) juvenile (Tables 16 to 20); (e) vice (Table 21); (f) laboratory (Tables 22 and 23); identification (Table 24); (g) personnel (Tables 25 to 27); and (h) maintenance and expenditures (Tables 28 to 30). In Table 1 are summarized some of the more important data appearing in the other tables.⁴

Monthly Report Table Forms

The data for the monthly report tables should be typed on printed or mimeographed forms.⁵ The tables may be stapled together or bound in a suitable cover with a letter of transmittal. The tables are sufficiently standardized to justify printing more than a year's supply of forms. The average department will use about 100 copies of each form each year.

Procedures Used in Compiling the Data

The use of punch card tabulating equipment provides flexibility, speed, and accuracy in the compilation of data for the tables of the monthly report, for other summaries, and for the statistical studies so frequently requested by outside agencies and by progressive police executives. Such equipment is a valuable research tool which makes police data quickly accessible in a form useful for administrative guidance.

Tabulating equipment, though desirable, is not essential to the compilation of statistical summaries. All data for monthly report tables and other summaries may be tabulated satisfactorily by clerks either (1) by continuous daily entries on master sheets, as explained in *Uniform Crime Reporting*, pages 91-93 and 115-17, or (2) by reference to the original records and indexes at the time of compilation.

Used principally in smaller departments, the master sheets are prepared with vertical columns for the essential data and horizontal lines for each day of the month. Tally marks are entered as records are received in the

⁴The consolidated monthly report developed by the Committee on Uniform Crime Records, mentioned on page 202, is composed of nine tables which correspond to the following tables shown in Appendix D.

Consolidated Monthly Report	Appendix D
Table 1 Distribution of personnel	none (see below)
Table 2 Changes in personnel	Table 25
Table 3 Daily average patrol strength	Table 25 (in part, see below)
Table 4 Number and disposition of offenses known to the police	Table 2
Table 5 Value of property stolen and recovered	Tables 3, 4
Table 6 Auto thefts and recoveries	Table 3
Table 7 Analysis of persons charged by police	Tables 7, 8, 18
Table 8 Analysis of traffic accidents	Tables 9, 10
Table 9 Miscellaneous services and incidents	Tables 5, 6, 20, 26

Information on the distribution of personnel and on the number on permanent assignment to offices outside the police department does not require monthly summarization except in departments of over 300 men. For smaller departments the annual summary in Table I (Appendix E) suffices.

⁵Most of the monthly report tables may be used for annual report tables if some column headings are omitted. See page 212.

records office. Entering tally marks on the large number of master sheets needed introduces an unusual opportunity for error. Mistakes are difficult to detect; if discovered at the end of the month they are exceedingly difficult to correct, and it frequently becomes necessary for the clerk to start with a fresh master sheet and go through all of the original records involved in order to arrive at an accurate tabulation. Such a procedure is a waste of time and effort.

In order to prevent errors and assure accuracy, it is recommended that the data for the monthly report be tabulated directly from record of arrest and classification index cards, especially in larger departments. The total time involved is less, there are fewer opportunities for error, and mistakes may be corrected more easily than when a master sheet is used.

Case Records

The classification index cards carry the data necessary for the preparation of Tables 2 to 6 inclusive, the recoveries and arrests which clear Part I crimes for Table 26, and the distribution of all incidents recorded on a case by platoon and beat for Table 27. All of the classification index cards are used in the preparation of these tables except those on traffic accidents. In order to avoid error, a check list is used to determine that every classification index card is in the file. This procedure is less time consuming than the plan of arranging all of the classification index cards numerically and then rearranging them according to classification.

From the Part I classification index cards, data are obtained for the columns which show the number of cases reported, the number unfounded, the number outside the local jurisdiction, the actual number of cases for the current month, and the number of local cases that were cleared by arrest. Included in the number cleared by arrest are auxiliary cards (pages 183 and 187) made on cases reported during previous months which were cleared by arrest during the current month.

When an auxiliary card shows a change in classification, a correction must be made in the summary of the current month, subtracting one from the total number of crimes of the original classification and adding one to the number of crimes of the new classification. If the auxiliary card indicates that the previously reported case was unfounded, one is added to the unfounded column opposite the proper classification. By combining the previous month's totals with the corrected data for the current month, the right totals to date are easily obtained.

Arrests

The data on arrests, recorded in Tables 7, 8, 26, and 27, are obtained from the record of arrest cards, the disposition sheets, and the prosecution ledgers. The persons who have charge of the prosecution ledgers prepare the data on state and federal cases. This is a simple operation since the cases

SUMMARIZING AND ANALYZING POLICE RECORDS 209

disposed of during the current month and the new cases made are recorded in their respective ledger accounts. (See pages 101 and 147.)

The data on police court cases are obtained from the record of arrest cards and the disposition sheets. The arrest cards are arranged according to arrest number and checked to determine that none is missing. It is necessary to list on blank 5"x8" cards the arrest number, charge, age, sex, color, beat, platoon, and arresting officer from arrest cards in the jail file. These cards are then used instead of the record of arrest card in making tabulations. The cards are sorted according to charge, and the number recorded in the "This Month" column of Table 7. The number in this column on state and federal cases is checked against the data obtained from the ledgers. The cards are then resorted as necessary to yield the data to be recorded in Tables 8, 26, and 27. Data for the remaining columns of police court cases in Table 7 are obtained from the disposition sheets received from police court during the current month. These sheets are accumulated in a disposition file until this table of the monthly report is prepared. They are then filed with their respective cases.

Traffic Accidents and Enforcement

Traffic accident data for the preparation of Tables 9 and 10 and the National Safety Council Monthly Report are obtained from the two sides of the accident classification index cards. (See page 183 and Form 47f.) The cards are first arranged according to type of accident, then according to type of vehicle, and then according to time of occurrence. Data for Tables 11 to 15 inclusive and for the items of citations and defect notices in Table 26 are obtained from the work sheets kept by the clerk who has charge of traffic tickets. (See page 119.)

Juvenile Crime Control Activities

The file for juvenile offender index cards (page 182) for the current month is divided into two parts: (1) offenders disposed of, as indicated in Table 16, and (2) offenders not disposed of. Data are tabulated from the cards on offenders disposed of and the cards are then sent to the juvenile division where they are arranged alphabetically in a juvenile offender file. The cards on the offenders who have not been disposed of during the current month are marked by a red line drawn across their face so that they may be used in tabulating dispositions but not the number of juvenile offenders for the next month. After the data are tabulated, these cards are placed in the current file awaiting disposition.

Juvenile division duties vary somewhat among departments. In some, the cases recorded in Tables 19 and 20 may not be assigned to the juvenile division. For example, cases of sex perversion, statutory rape, incest, and some others may be assigned to the detective or vice divisions. Under these circumstances, these items should be omitted from the juvenile division tables.

Vice Control Activities

The preparation of Table 21 is usually the responsibility of the vice division. The data on complaints and contraband seized are obtained from vice division files and on arrests from the vice division arrest ledger. (See pages 101 and 144-147.) If data on complaints and contraband are to be compiled by the records staff, information relating to the source of the complaint and the amount of contraband seized must be included on complaint classification index cards.

Laboratory Services

A work sheet is maintained by the police laboratory technician for summarizing the data contained in Table 22. Departments having extensive police laboratory facilities find it advisable to use additional tables for recording these activities. The preparation of these tables is not difficult, but because of the limited number of departments having such facilities they are not included.

The polygraph report (Table 23) is prepared from the polygram envelopes for the current month. (See page 76.) If the information is properly recorded on the envelopes at the time the subjects are tested, no difficulty will be experienced in summarizing these data.

Identification Services

The fingerprint and other records clerks maintain 5"x8" cards on which are recorded, day by day, information necessary for monthly report Table 24. One of these cards is maintained for each of the following: Henry fingerprints of prisoners; of applicants; of civilians; single or Battley fingerprints; latent fingerprints; comparison fingerprints; photographs of prisoners; personal property receipts; and general alphabetical, stolen auto, stolen property, number and inscription files. Each of these summary cards contains columns for recording the following information: (1) taken during month; (2) received from outside; (3) filed during month; (4) identified by F.B.I.; (5) copies furnished other departments; and (6) identifications, subdivided into (a) wanted, local and outside, (b) parole violators, and (c) not wanted. There will be no information listed in some of the columns on certain cards.

Personnel Information

Data recorded in Table 25 showing changes in personnel are obtained from the personnel file (page 154) and for the sick and injured report from the summaries in the sick report file. If the department has a police surgeon on its staff the sick and injured report should have the following items added to it: number ordered on sick leave; number of professional calls; number of applicants examined; and number of applicants rejected for physical unfitness. The records division obtains information on damage to city vehicles and for the service report for Table 26. Data regarding patrol

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service are listed in the monthly patrol report. The preparation of the remainder of Table 26 has already been explained.

Table 27 is prepared by the records division and makes possible a comparison in work load between beats and platoons. Entries are made for each beat on each platoon and totals of each class of incidents are computed for each platoon. The data entered on this table are obtained from the current classification index file (page 187), except: (1) arrests, which are obtained from the arrest record file (page 92); (2) citations, which are obtained from the weekly traffic summaries (page 140), and (3) special services, which are obtained from the special services file (page 82).

Maintenance and Expenditures

On Tables 28 and 29 are recorded the totals found on each individual equipment record (Form 45) kept by the mechanic and the radio technician. The report of operating costs, Table 30, is prepared from the department ledger, or, directly from the purchase orders. (See pages 151-153.) Each entry in "This Year" column is the last entry in the last column of the corresponding ledger sheet. "This Month" entry is the difference between "This Year" entry and the corresponding entry for the previous month. The "Total Encumbered and Expended" is the sum of the entries in each column under each main account. The "Allocated (Month) and Unencumbered (Year)" is obtained from the ledger sheets.

License Information

The licensing activity of the department should be summarized in the monthly report. Police participation in licensing procedures varies so widely in different localities as to make difficult the drafting of a table which could be universally used. Each department, however, which has any responsibility in the investigation of applicants or their licensing should summarize these activities in the monthly report. Information which should be included in a license table consists of: the number of applicants, the number rejected, the number approved, the number licensed, and the number of licenses suspended or revoked. This information should be provided for each kind of license and is obtained from the revoked license file, rejected applicants' file, and the license file. (See page 86.) If an appeal is granted to police rejections or if suspensions or revocations are made by some other body on police recommendation, a summary of the results should be included.

THE ANNUAL REPORT

Generally, the annual report consists of a summary of the monthly report tables. Data considered not valuable enough to compile monthly usually are not compiled on an annual basis. One of the purposes of the annual report is to provide the data for comparisons with the year just passed and previous years. The data for five-year comparisons can be presented satis-

factorily if the annual report is printed. Limitations of space or the desire for greater simplicity, however, may result in presenting the data for only three years. Data for the current year and the year immediately preceding are invariably shown. The third column may be devoted to either the third or fifth year.

Most of the annual report tables⁶ correspond closely to the monthly report tables, differing for the most part only in column arrangement and headings. For this reason, sample forms are included in Appendix E only in the exceptional cases where the arrangement of data differs so markedly from the monthly report as to make it difficult to provide a description without a sample.⁷

SPOT MAPS

Spot maps are useful to indicate the locations of traffic accidents and traffic enforcement efforts, the residence of accident drivers, the locations of crimes, and the residence of potential offenders. Surveys of traffic hazards, supplemented by spot maps, indicate the highway factors causing the accidents; it is then possible to eliminate them by regulation or a change in highway design. The location of crime hazards aids in the direction of enforcement efforts. Spot maps also provide supervising officers with evidence of weaknesses in police service and show the individual officer where his attention is especially needed.

Spot maps should be placed where they will be readily available for consultation because they will be seldom used if kept in an office inconvenient to the personnel immediately concerned. The most desirable location is determined by office arrangement, the activities engaged in by the department, the extent of specialization, and the purpose of the map. If the map is intended primarily for the guidance of officers on the street, it is posted in the squad room. If its primary purpose is administrative, it is placed in the office of the head of the division or in the office housing the specialized activity involved.

Only a limited number of maps should be displayed. They should be restricted to matters of immediate and vital interest if they are to receive attention. Some police executives, of the opinion that the constant presence of spot maps dulls the interest of officers, use a single map on which are posted the crimes or other incidents of greatest current interest.

⁶The annual report tables (Appendix E) are designated by Roman numerals to distinguish them from monthly report tables (Appendix D) which are designated by Arabic numerals.

⁷The annual report tables in Appendix E contain all of the essential data recorded in the forms shown in *A Guide for Preparing Annual Police Reports, op. cit.*, with the exception of Daily Average Strength of Patrol Force, Table II B, which is considered unnecessary in departments of fewer than 300 men, and Distribution of Certain Offenses by Hour of Day, Table IV B, which is considered unnecessary unless a redistribution of the patrol force is to be effected. Distribution of police incidents among platoons and beats (Table XXXII, Appendix E) will indicate the need for redistribution.

SUMMARIZING AND ANALYZING POLICE RECORDS 213

Spot maps should be kept up to date by the records staff rather than by patrol officers. In larger departments the duty of maintaining the maps may be assigned to the respective division secretaries if there are such employees.

Each map should be limited to not over four different factors if these factors have about equal frequency; the inclusion of a greater number makes interpretation difficult. One or two additional ones may be included, however, if their occurrence is fairly infrequent, as in the case of fatal accidents or such crimes as murder, rape, or robbery.

All spot maps should be photographed, or reproduced in ink on a small map, before being cleared. Pins or spots should have distinct shapes or designs since colors do not photograph satisfactorily.

*Traffic Spot Maps**

A large-scale accident spot map for the posting of motor vehicle and pedestrian accidents for the current year gives a useful picture of problem areas. It may be desirable to have a map for the business district on a larger scale because of the many accidents which occur in that area. Smaller spot maps (usually for periods of a month, a quarter year, or a half year) may be maintained in a map rack for recording automobile accidents according to the hour of the day. Two maps may be used, one for night-time and the other for day-time accidents, or the 24 hours may be divided into two-hour periods except for the six or eight hours late at night during which the frequency of accidents falls to a low ebb and a single map may suffice. The accidents may be classified as (1) fatal, (2) personal injury, and (3) property damage only. Accidents involving pedestrians are usually distinguished from other motor vehicle accidents.

Combination accident and enforcement spot maps are useful for indicating the selectiveness of enforcement. Usually a map covers a full tour of duty, although by using maps covering shorter periods, more reliable conclusions may be drawn. These maps are most effective if pins of one design are used for all automobile accidents and pins of another design are used for indicating locations where citations are served for moving violations. If desired, the accident pins may be of two types to indicate pedestrian accidents as distinguished from motor vehicle collisions, and the enforcement pins may also be of two types, one to indicate speeding, reckless driving, and driving while drunk and the other to indicate running stop signs and signals and other moving violations. To show more than these factors on a single map makes interpretation difficult.

A map recording the residence of each driver involved in an automobile accident is useful in indicating sections of the city most in need of an educational program.

*See Harold F. Hammond and Franklin M. Kreml, *Traffic Engineering and the Police*, National Conservation Bureau, New York City, and International Association of Chiefs of Police, Evanston, 1938, 92 pp., and Curtis Billings, *Accident Prevention Bureaus in Municipal Police Departments*, International Association of Chiefs of Police and Northwestern University Traffic Safety Institute, Evanston, 1937, 48 pp.

Crime Spot Maps

A general crime spot map on which are posted the locations of murders, rapes, robberies, burglaries, larcenies, and auto thefts reveals areas deserving special attention. Because of the infrequency of murders, rapes, and robberies, all six crimes may be shown on a single map if it is on a sufficiently large scale. Some departments use a separate map for each platoon.

Maps are sometimes used to show where cars were stolen and where they were abandoned. Threads joining the two pins graphically portray the relationship between the two locations. If cars stolen in one section are frequently abandoned within a limited area, the police may, following a reported theft, place a plant or institute a more frequent and thorough patrol with some assurance of success in the apprehension of the thief. The locations in which stolen cars are currently abandoned usually have a more definite relationship to the residence of the thief than the locations from which they were stolen.

Some departments which maintain a file of potential offenders post a map showing the residence of these persons. Usually the pins indicate the type of criminal specialty of the potential offenders, classified as sex offenses, robberies, burglaries, car stealing, and miscellaneous.

DETECTING AND ANALYZING PROBLEMS AND EVALUATING ACCOMPLISHMENTS

Records are useful in detecting and analyzing police problems and in effecting their solution. The results of instituting corrective measures are reflected in records, as are the results of all other police operations, and through a study of the records the effectiveness of various activities and procedures may be evaluated. While most police problems relate to the work of specialized divisions, some problems concern the department as a whole.

General Administrative Problems

Morale-destroying influences in the department may be detected through close inspection of the reports of supervising officers. The attitude of individual officers can be determined to some extent by routing all department memorandums through the hands of the executive. Irregularities revealed by police records may be evidence of attempts to discredit the administration and of other acts of disloyalty.

The alert administrator is watchful for incidents which justify investigation to determine if they are evidence of graft. By examining records of arrest of persons known to be engaged in unlawful activities, especially in the field of commercialized vice, he may discover irregularities within the department which warrant his attention. The release of such prisoners without bail, the dismissal of their cases without prosecution, or requests for leniency made by members of the department to the arresting officer or to the court may provide important clues.

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Analysis of court dispositions may indicate unfairness on the part of the judge. The police administrator should keep himself informed regarding irregular practices, such as variations in penalties not justified by differences in circumstances, the repeated dismissal of charges against a certain individual, and instances of unfair settlement of cases out of court where the evidence is complete and well prepared. Publicity on such cases frequently discourages irregularities. Unfairness on the part of the prosecutor may be shown by requests for unwarranted dismissals, by failure or refusal to issue a warrant, or by ineffective, halfhearted prosecution, especially when frequently repeated for the same individual, the same group, or the same type of violation. The police executive should make periodic checks of the traffic ticket system to stop leaks and to eliminate "ticket fixing."

If reports of investigating officers reveal that pawnshops and secondhand stores are not keeping proper records either of pledged property or of persons pawning it, and if statements from criminals indicate that they have sold property to particular places and the police can find no record of the transactions, then there may be need for new regulatory ordinances or closer police supervision of such places if the present ordinances are adequate but are not being obeyed.

If large numbers of stolen bicycles are not recovered, the executive may institute a campaign for voluntary registration through the schools or he may submit a bicycle license ordinance to the city council.

Programs, procedures, and policies must prove their worth and an evaluation may be made on the basis of an analysis of records. In making "before and after" comparisons, allowance must be made for general trends. For instance, if there are 12 accidents in an area affected by an installation in the period immediately following the installation as compared with 20 in a like period preceding, but if in the same time the rate of the entire community drops 10 per cent, then in making an evaluation of the effectiveness of the installation the previous number of accidents should be reduced 10 per cent, making the comparison 12 to 18. If motorization of the patrol force has been followed by a reduction in the incidence of certain classes of crime, before a valid conclusion may be drawn regarding the effect of motorization, consideration must be given to possible reductions in these classes of crime in that geographical area, as indicated by tabulations in the *Uniform Crime Reports*,⁹ in order to compensate for a general downward trend.

Accounting records (Table 30 and pages 152-153) provide information useful in reaching administrative decisions and in preventing expenditures beyond the amounts allocated. Expenditures and encumbrances for the current and previous month and for the current year and the preceding year to date may be compared, and the police administrator is provided with a monthly statement which carries for each account the amount allocated,

⁹Issued quarterly by the Federal Bureau of Investigation.

the amount expended and encumbered, and the unencumbered balance. By simple computations, these figures may be brought up to date so that the administrator may know the financial standing of his department at any time during the month.

Police department expenditures can be shown graphically for purposes of comparison and to reveal fluctuation. For instance, the cost per mile of operating autos and motorcycles and expenditures for telegraph and telephone, electricity, and the feeding of prisoners may be analyzed in this way.

Maintenance records will show when a vehicle has become too costly to operate and the administrator may determine from them when it is desirable to replace equipment. A policy may be formulated for trading in used vehicles by comparing maintenance records over a long period. Analysis of gasoline and oil consumption records may indicate vehicles in need of adjustment or repair.

The money cost to a department of injuries and deaths of officers riding motorcycles, measured in terms of the cost of time lost as a result of injuries, pensions in the case of officers killed or permanently disabled, doctor and hospital bills, and repair to motorcycles damaged in accidents, serves as a guide in determining policy with reference to the use of motorcycles or automobiles in traffic patrol service. In the event motorcycles are replaced by automobiles, police records provide data necessary to evaluate the service performed before and after the change. Miles driven, arrests made, the enforcement index, and the accident rate are considered in making a comparison of effectiveness.

Police laboratory equipment needs may be determined by an analysis of records. The supposed need for expensive equipment may be disproved by tabulating the frequency of cases in which it might be used. On the other hand, the need for some pieces of equipment may be indicated by the large number of cases in which it would prove useful.

The value of certain capital expenditures should be compared with the value of equal expenditures for additional personnel. For example, the cost of some special police equipment might be equal to the salary of a patrolman for a year. The advisability of the purchase may be resolved by comparing the probable increased efficiency resulting from the use of the equipment with the improvement in police service which should result from increasing the force by one man for a year.

Similar comparisons may be made in deciding whether to place officers on special assignments. As an illustration, the advisability of detailing an officer to junior traffic patrol supervision may be determined by comparing the probable results with the services he would perform if left on patrol. Assignments to motor vehicle inspection, public education work, traffic clinics, traffic violators schools, and view obstruction and other traffic surveys may be similarly evaluated.

Since police service is almost entirely a personal service, the distribution of

man power is important to successful administration. Personnel must be distributed among the several branches of the department in proportion to need. The sentiment of the community and departmental policies are important in determining the needs of such divisions as vice, juvenile, and traffic. In the records and detective divisions need may be measured by time studies of the operations which must be performed. The patrol division is the backbone of the police department and its strength must not be depleted by assignments to specialized divisions. The force assigned to each unit should be adequate to meet the particular need but no greater. After the assignment of personnel to each of the specialized units, the balance is available for patrol service. Problems involved in the distribution of the patrol force are discussed in Chapter 10.

Interdivisional Relationships and the Measurement of Accomplishment

The effectiveness of the police in the performance of their primary duties is measurable.¹⁰ Indexes of measurement must include a sufficiently large sample of incidents to avoid chance fluctuations. The efficiency of the department is the sum total of its effectiveness in accomplishing the several primary police tasks. Indexes may be developed to evaluate the efficiency of an individual or of a police unit to the extent to which a specific operation is the sole responsibility of one officer or one division.

Small departments carry on traffic, juvenile crime, and vice control programs and make criminal investigations even though separate divisions are not created for the performance of these specialized operations. Larger departments are organized functionally, and responsibility for the direction and successful accomplishment of the various police operations is more definitely placed, although the creation of a specialized unit for the performance of some specific police operation ordinarily does not carry with it exclusive jurisdiction over that operation. Specialized tasks are not subject to clear-cut lines of demarcation in assignment or in accomplishment. In departments in which the work of the several units is properly integrated, each division will engage not only in activities which are its primary task but also in some which are the responsibility of other divisions. No unit may therefore claim all the credit for the effective performance of a specialized activity. For example, a properly operating patrol unit will perform all police tasks: provide traffic, vice, and juvenile crime control, recover lost and stolen property, and apprehend criminals. Traffic officers on street duty may also engage in all of these activities.

¹⁰Crime and accident rates are influenced by a number of factors over which the police have no control. In measuring police effectiveness these intangible factors must of necessity be considered constant, and they usually are constant over short periods. Social and economic conditions, population characteristics, street planning and highway design, and the habits, skills, and customs of the people of a community will not change measurably during the short period in which police activities are being evaluated. The functioning of other elements of the criminal justice machine, e.g. prosecution, courts, parole, and probation may vary greatly from time to time and needs to be considered when analyzing crime data.

Furthermore, the activities of one division may have an indirect influence on the accomplishment of another. For example, successful detective operations may be influential in freeing the community of criminals and thus effect a reduction in the crime rate, a primary responsibility of the patrol unit. Since a substantial percentage of the Part I crimes is committed by juveniles, the successful operation of the juvenile division will influence the crime rate, the percentage clearance by arrest, and the recovery of stolen property. Patrol activities, in turn, may influence substantially the accident rate, the juvenile crime rate, the vice situation, and the recovery of stolen property.

In order to determine accurately the effectiveness of a functional unit, it would be necessary to measure the influence of other divisions on the accomplishment of the task for the performance of which that division is responsible. Such measurement may be done to some degree in certain instances. The number of clearances by arrest and the amount of property recovered by other divisions might be deducted from the total in arriving at detective division accomplishments, the enforcement activities of the patrol division might be subtracted from the total in order to determine traffic division accomplishments, and so on. Adjustments would need to be made in measuring the activity of each specialized unit and of individual officers responsible for the performance of specific tasks. Table 26 provides an analysis of the distribution of some of these activities among the several police units.

The effectiveness of a specialized unit involves something more, however, than the mere accomplishment of its primary purpose: each division is responsible for the performance of its specialized tasks *by the entire department*. The extent and success of the activity of other divisions in its special field of operation will be influenced by the skill of the specialized unit in enlisting cooperation and in directing most wisely the assistance gained. For example, the effectiveness of the patrol division in recovering stolen property and apprehending criminals depends somewhat on information furnished by the detectives. Patrol division activities in traffic, vice, and juvenile crime control are likewise influenced by the divisions primarily responsible for accomplishments in these fields.

In view of the above discussion, it may be concluded that the effectiveness of each division is best measured in terms of the accomplishment of its primary purpose without any effort to take into account the interrelationships which exist among the several units. In the first place, each division is responsible for the direction of police effort toward the accomplishment of its purpose, although it does not have direct control over all police personnel. Second, the measurement of the accomplishment of the specialized task by other divisions is difficult because there should be included a measure of the indirect influences upon the accomplishment. Third, in most instances the influence and the accomplishment are the results of mutual and compensatory factors.

Patrol Operations

Comparisons of the amount of crime occurring during certain periods, shown in Table 2, constitute the best measure of the effectiveness of patrol operations. The total number of Part I crimes should not be taken as the measure, for the reason that the number of larcenies so greatly exceeds the number of more serious offenses that a fluctuation in the number of larcenies might unduly influence the total. For example, a fairly large reduction in the number of larcenies might be offset by a relatively small increase in more serious crimes, such as robbery or safe burglary. A conclusion regarding the effectiveness of patrol must be based on the number of crimes committed in each classification of Part I crimes. The relative severity of crimes involving theft in terms of loss is indicated in Table 4. This factor may also be considered in determining patrol efficiency.

Other studies may provide a measure of the effectiveness of patrol. They may include such factors as the number of doors and windows found open and night lights out; the number of cases initiated by officers (not reported by citizens); the ratio between store burglaries found by citizens and those found by patrolmen; the ratio between accomplishments by the patrol division and the detective division in making arrests which clear Part I cases; and the number of stolen automobiles and bicycles and the amount of other stolen property recovered. The ratio between store doors and windows found open and lights out over safes before and after the change of night patrol shifts will show variations in the relative effectiveness of the two shifts. A comparison may also be made of the accomplishments of foot patrolmen and motorized officers. The relative effectiveness of the patrol division and the vice division in handling vice problems can be measured by the ratio between arrests made for gambling or prostitution by these two divisions.

A motorized department which adopts the policy of painting its automobiles a distinctive color or combination of colors is interested in knowing the effect of this policy. Where there is a multitude of factors influencing the crime rate, any marked fluctuation in it following the adoption of distinctive car marking might be credited to this factor if it is assumed that the other factors remain constant.

Detective Operations

On the basis of analysis of crime records it is possible to assign cases to detectives to provide specialization in activities and equal work loads. The factors to be considered are the number of cases of each type of crime, the average time required to investigate a case of each type (determined by time studies), and the relative severity of each type (determined by the amount of property loss or the degree of atrocity). Assignments containing a single type or similar types of crime provide the advantages of specialization. For example, all residence burglaries may be assigned to one detective. Because they are fewer in number and all are committed in the presence of the victim,

robberies, larcenies from the person, aggravated assaults, and rapes may be assigned to another. In order to achieve equal work loads, a tentative assignment should first be made with changes instituted on the basis of experience. In order to maintain equal work loads, it may be necessary to make temporary changes in assignments to meet fluctuations in crime rates, and occasionally to make reassignments to meet the more or less permanent changes in the rates of particular types or classes of crimes. The executive may also compare the crime records of his department with those of a police department in another city or with the national average. If a certain class of crimes occurs unusually frequently he may wish to give it further study and special treatment.

Localities in which criminals loiter may also be determined by analysis of records. If arrest records show, by the frequency and type of arrest, that a certain location is a hiding place or hang-out, it may be more closely supervised. After the commission of a series of crimes, it may be thoroughly searched. Records also indicate the percentage of transients among criminals arrested and how long they have been in the community, and thus aid in the formulation of policies regarding them.

A study of records will show whether detectives are adequately supervised. Factors to be considered are the completeness of reports, the promptness with which they are made, and the thoroughness of investigations as reflected in reports and in the recovery of property and clearance of cases by arrest. An examination of the resume of cases prepared for the prosecution will show whether the detective has prepared strong cases covering all possible aspects, whether he has secured satisfactory statements from witnesses, and whether he has prepared physical evidence for introduction in court.

The police executive may feel that the detectives are devoting too much time to report writing and may require them to record the time so spent. By evaluating this time in terms of detective salaries he can determine whether a saving would be effected by hiring a stenographer for this work or purchasing dictating equipment.

The detective division is charged with the clearance of cases by the arrest of offenders, with the recovery of stolen property, and with the conviction of criminals. There are three measures of the effectiveness of the detective division.

1. *Percentage cleared by arrest.* The percentages of Part I crimes investigated by detectives which are cleared by the arrest of the perpetrator are shown in Table 2. Percentage clearances by arrest for Part II offenses are not included in the tabulations in Table 5 because so many of these cases originate with an arrest. Part II cases which do not originate with an arrest but are the result of a complaint against the perpetrator, whose identity is usually unknown, include: (1) the offenses of forgery, counterfeiting, embezzlement, and fraud, which are investigated by the detectives, (2) to a lesser degree, offenses investigated by the vice division, and (3) offenses against the family and children, which are usually the responsibility of the

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juvenile division. Percentage clearances by arrest for the offenses of forgery, counterfeiting, embezzlement, and fraud are obtainable from the detective monthly summary (Form 38).

2. *Percentage of stolen property recovered.* The percentage of stolen property recovered is expressed in terms of money value, or in the case of stolen automobiles and bicycles in terms of number of items. Table 4 also indicates the value of property recovered by type of crime.

3. *Percentage convicted.* The percentage of persons who are convicted of offenses investigated by detectives is a measure of detective effectiveness in preparing cases for prosecution. In evaluating this percentage, obtained from Table 7, it is desirable to consider types of offenses rather than totals in order to appraise the disposition of cases on the basis of their seriousness. Detective efficiency is not the only factor influencing this percentage; the other factors, especially the prosecution and the court, are not to be ignored but usually their effectiveness may be considered to be fairly constant.

Juvenile Crime Control

Police records contribute in a variety of ways to meeting problems of juvenile delinquency. Spot maps showing the residence of juvenile offenders and the location of offenses reveal sections of the community and racial groups which present particular or unusual problems. Through their use the attention of the patrolman may be directed to areas and establishments requiring special attention, and information may be supplied to him regarding the hours of greatest hazard and the nature of the problems involved. In unusual cases, a special juvenile division patrol may be justified. A study of juvenile cases reveals delinquency hazards and other influences toward delinquency and suggests corrective action. For example, if fruit stealing in the wholesale district presents a special problem, dealers may be persuaded to protect their stock and thus remove temptation. The police may detect and deal with recreation establishments which seem to exert unwholesome influences. Determining the need for regulation and inspection of dance halls is an administrative problem. Fights and disturbances frequently occurring in a dance hall indicate the need for police supervision.

Offenses committed is a more reliable index of juvenile delinquency than is the number of juvenile offenders brought to the attention of the police or juvenile authorities, for the reason that the number of offenders is determined in part by the interest, activity, and efficiency of the authorities and by the action of citizens in referring incidents involving juveniles to their attention. Both of these types of action are apt to show substantial variations from year to year. Fluctuations reflect the activity of juvenile authorities, the policy in dealing with juvenile offenders, and the sentiment of the community toward juvenile offenders.

The number of Part I crimes committed by juveniles is a more accurate measure of the extent of juvenile delinquency than is the total number of

complaints lodged against juveniles. Part I crimes are more reliably reported than are other complaints and miscellaneous complaints against juvenile offenders fluctuate with the sentiment of the community. Although the problem of determining the number of Part I juvenile crimes is difficult for the reason that the police usually cannot tell with certainty that a crime was committed by a juvenile until the perpetrator has been apprehended, a juvenile crime index based on the approximate number of Part I crimes committed by juveniles is useful for comparisons within the same community.

Although Part I crimes committed by juveniles may be either more difficult or less difficult to clear by arrest than Part I crimes committed by adults, it seems fair to assume that any variation in difficulty within a community will remain fairly constant. Also, variations will be more apparent in a short period than in a six-month or a one-year period. If these assumptions are valid, it will then be possible to make a comparison of juvenile crime rates within the same community. The number of Part I offenses committed by juveniles may be approximated by applying to all offenses the percentage of the cases cleared by arrest which involved the arrest of juveniles. That is, if 40 per cent of house prowls cleared by arrest were cleared by the arrest of juveniles, then it may be assumed for purposes of comparison that 40 per cent of all house prowls were committed by juveniles.

By a comparison of Table 17, which shows the number of Part I cases cleared by the apprehension of juveniles, with Table 2, which shows the number cleared by all arrests, it is possible to develop juvenile crime indexes for the community. For example, the data might indicate that 54 burglaries were cleared by arrest so far this year, and that 20, or 37 per cent, of these were cleared by the arrest of juveniles. If the total number of burglaries committed was 98, the index would be 37 per cent of 98, or 36. In like manner, it is possible to determine the juvenile crime index for each Part I offense this year as compared to last year at the same time.

Tables 16 to 20 provide comparative data useful in analyzing the activities of the juvenile division. The source of information on juvenile offenders, the disposition made of them, and the types of offenses involved are indicated. The age, sex, and color table points to the group which is causing most trouble. The number of repeaters this year compared with the number in a like period last year is a measure of the effectiveness of treatment.

Juvenile divisions frequently are responsible for investigations of cases involving adults as well. Such activities are tabulated in Tables 19 and 20, and show the percentage of cases cleared by arrest in the same manner in which they are shown in Table 2.

The cooperation received by the juvenile division from the remainder of the department at various times can be compared by charting the ratio between juvenile offenders referred to the juvenile division by citizens and those referred by the police.

Vice Control

The control of liquor traffic and the regulation or elimination of prostitution, gambling, and the sale of narcotics create some special problems. The police executive should know if violations are increasing in frequency. A careful evaluation of the number arrested for these violations and the frequency of complaints against vice conditions from the public compared with similar tabulations for the past will provide a partial answer. The frequency of crimes which are peculiar to narcotics addicts provides some information regarding the number of such persons in the community. Thefts of doctor kits, burglaries of drug stores in which the loot is chiefly narcotics, and, to a lesser degree, shoplifting and other petty thefts by stealth evidence the activity of narcotics addicts. The number of complaints by citizens (carefully appraised as to justification and fairness) reveals the sentiment of the community, which must be taken into account in establishing a policy of police control. Problems of vice control are difficult to analyze by records alone; vice conditions are best determined from reports by competent and reliable undercover operators.

The police administrator should know how earnest his force is in its activities to eliminate commercialized vice. A list of the dates of arrest of vice operators, or of raids on their establishments, may reveal such constant chronological regularity as to raise serious doubt that they were not prearranged. For example, if over a period of some months one place is raided on or about the third of each month, and other places are raided with equal regularity, serious doubt is raised as to the sincerity of the officers in attempting to stop the illegal activities involved.

The effectiveness of the vice division is difficult to measure accurately. The number of arrests made by the division is a measure of activity but not necessarily effectiveness. In spite of this fact, the police administrator should know the number of arrests made, the amount of contraband seized, and the frequency of citizen complaints against vice conditions as compared to similar periods in the past. Table 21 will furnish this information.

Traffic Control

In order to outline an effective program for accident prevention, the police executive must know which types of accidents are most frequent, the times of day during which there is high frequency, and where accidents are most likely to happen. On the basis of these analyses, he can distribute his force to the hours and places that accidents are most likely to occur and instruct them to pay particular attention to the types of violations that are causing accidents.

The need for an educational or enforcement program directed at a selected population group on the basis of age, sex, occupation, residence, or nationality is detected by a study of spot maps and the driver file (page 186). Like data can be tabulated regarding pedestrians involved in accidents. If an-

alysis reveals that school children present a great hazard, a traffic education program may be undertaken in the schools and junior traffic patrols may be organized to protect the children at crossings. A successful demonstration will enlist support for the expansion of this activity. A program of traffic control is effective as it succeeds in reducing the accident rate. The success of programs directed at a particular group may be measured by comparing the accident experience of the group before and after the operation of the program.

The success of engineering activities which have resulted in the establishment of through streets, isolated stop signs, stated-speed slow signs, signalized intersections, and other control devices may be evaluated by comparing the number of accidents which have occurred following an installation with the number which occurred during a like period prior to the installation. Demonstrations may also be conducted to test the merit of particular services or activities. For example, street lighting is an important factor in the accident rate of a community. A three- or four-block section of a street having a high accident experience may be selected for demonstration purposes and properly illuminated. A comparison of the accident experience of this section after the installation with the prior accident history may provide convincing argument in favor of improved street lighting. Similar demonstrations may furnish objective proof of the value of other proposals and be useful in obtaining the necessary appropriations.

Since the primary purpose of police traffic control is to prevent automobile accidents, the accident rate itself is the best measure of police effectiveness. The accident rate may be measured in three ways: (1) the number of fatal automobile accidents; (2) the number of automobile accidents resulting in personal injury, including the number of fatal accidents; and (3) the total number of automobile accidents, including those in which no one is injured or killed. The personal injury accident rate is the most reliable index in all but the largest and smallest communities.

Except in the very large city the number of fatal automobile accidents is not the best measure of the accident rate for the reason that the number of such accidents is so small that a slight increase or decrease in number will constitute a relatively large percentage change. For example, a community which averages five fatalities yearly might have seven fatal automobile accidents in one year. This number would represent a 40 per cent increase in fatalities, although the actual accident situation in the community might be improved. To assume that the accident situation was 40 per cent worse would be obviously unfair.

Personal injury accidents are a more accurate measure of accident rate than total number of accidents. There is a lack of fidelity in reporting property damage accidents where personal injury is not involved. There is no uniformity in the laws regulating the reporting of these accidents (some localities require reports of accidents involving a property damage in excess of \$10, others in excess of \$25, and still others in excess of \$50), and educa-

tional and enforcement activities directed at obtaining accident reports vary considerably. There is greater fidelity in reporting personal injury accidents. Such injuries frequently require medical attention and sometimes hospitalization and ambulance service. Drivers involved in personal injury accidents are more impressed with the seriousness of the incidents and consequently are more apt to submit reports. All jurisdictions require the reporting of such accidents, and the universality of this requirement eliminates the possible excuse of unfamiliarity with regulations.

The purpose of enforcement activities is to induce compliance with regulations in order to reduce the accident rate. Consequently, the amount of enforcement pressure applied should be in proportion to the severity of the accident situation. The best means of measuring the adequacy of the enforcement program is the personal injury accident rate and the enforcement of regulations governing moving traffic. The following indexes may be used as a simple measure of this relative enforcement pressure. In these indexes, the number arrested includes those individuals who are cited to appear in court.

Arrest Index. The arrest index is the ratio between the number of arrests made for moving violations and the number of injury accidents. It is obtained by dividing the total number of arrests made for moving violations by the number of injury accidents. It is represented by the following equation:

$$\text{Arrest Index} = \frac{\text{Arrests for moving violations}}{\text{Number of injury accidents}}$$

Conviction Index. Although the police may be active in arresting traffic violators, if the arrests do not result in convictions their effectiveness is minimized. If few convictions are obtained, either the police or the court and the prosecutor are at fault. The conviction index is the percentage of arrests which result in conviction and is obtained by applying the following equation. It may be applied to arrests for one class of offense, such as speeding or overtime parking, or for a group of offenses, such as all moving violations.

$$\text{Conviction Index} = \frac{\text{Number convicted}}{\text{Number arrested}} \times 100$$

Enforcement Index. The enforcement index is a universally accepted measure of the amount of enforcement pressure applied by the police in terms of need and number convicted. It is the ratio between the number of persons convicted for moving violations and the number of personal injury automobile accidents. It is represented by the equation:

$$\text{Enforcement Index} = \frac{\text{Number of convictions for moving violations}}{\text{Number of injury accidents}}$$

Severity Index. There is another factor involved in determining enforcement pressures. The conviction index might be 100 per cent, but if the

offenders are let off with a small fine some of the effectiveness of the arrest is lost. The chief of police is interested in knowing the severity of the penalties being applied by the court. This information helps him (1) to determine whether a court is becoming more or less severe in the treatment of offenders and (2) to compare the effectiveness of one court with another in jurisdictions having more than one traffic court.

The severity index is the average fine paid for each type of violation. It is obtained by totaling all fines assessed and dividing the amount by the number. It is represented by the equation:

$$\text{Severity Index} = \frac{\text{Total amount paid in fines}}{\text{Number of fines}}$$

Compliance Checks. Traffic enforcement is intended to induce compliance with regulations in order to prevent automobile accidents. The final result is measured in terms of the accident rate. However, tangible and more immediate evidence of the effectiveness of enforcement programs is obtainable through compliance checks which indicate the extent of observance of regulations and detect changes before they are reflected in an increased or decreased accident rate. These checks may indicate the observance of stop signs and signal lights, of headlight and tail light regulations, of signaling turn regulations, and of double parking, overtime parking, and restricted parking regulations. Checks may also be made to determine average and median speeds. In making checks it is necessary to conceal the activity from the motorists in order to avoid any modification in their driving behavior.

$$\text{Compliance Index} = \frac{\text{Number of compliances}}{\text{Number of samples}} \times 100$$

Miscellaneous Measurements. Tabulations and graphs may be employed to show variations in enforcement activities, in number of accidents, and in the effectiveness of procedures. A graph showing the number of citations per police car per day over a period of weeks or months may be compared with a similar graph for motorcycles. The ratio between moving violations and parking violation citations, the ratio between moving violation citations and written warnings, the ratio between police car mileage and citations issued, and the ratio between motorcycle mileage and citations issued should all be determined from time to time. Graphs showing the traffic enforcement work of the traffic and patrol divisions are valuable in revealing any lack of cooperation which may exist among the various divisions and also any lack of interest.

The Individual Officer

Records which summarize the accomplishments of individual officers may be used to determine the relative value of different men to the service. Comparisons to be valid, however, must be carefully restricted to officers

engaged in comparable tasks.¹¹ The accomplishments of detectives handling similar assignments may be compared when the arrests, recoveries, and convictions are tabulated according to type of crime. Traffic officer accomplishment may be measured by the number of arrests made and citations and warnings issued, classified according to the type of offenses. An enforcement index for each shift and for each patrol area is useful in evaluating enforcement in terms of its need and the success in obtaining convictions.

Records of accomplishment as listed in patrol and service reports are valuable in determining whether an officer on the same assignment is doing more or less work than he has in a like period in the past. This information is useful in supervising and directing the activities of the individual officer, and may serve as a stimulant to action when it is available to the rank and file.

Rating sheets are useful in estimating the value of the individual officer to the service. Reports by supervisory officers citing actual incidents as evidence of possession or lack of qualities of leadership and ability are useful to the administrator in taking proper action with reference to officers on probation and in making assignments and promotions.

Police Training

Evidence of a need for certain types of police training is obtained from a study of records. Frequent complaints against officers may indicate a need for training in public relations. Analysis of police reports and investigation procedures should be made if the conviction index is low. If cases prepared for court are incomplete or weak, if investigations are not thorough, or if reports are improperly prepared, there is indicated a need for training in these procedures. Frequent accidents involving police vehicles may indicate a need for driver training, or they may be evidence of physical defects that justify the reassignment of an officer to tasks which do not involve the operation of motor equipment.

The extent to which officers utilize laboratory facilities, as shown in Table 22, may be compared from time to time. If the department is making less use of the laboratory, there is probably need for further training in the techniques involved in the search for, collection, preservation, and transportation of physical evidence.

Records are useful in discovering other training needs. The frequency of accidents by drowning indicates the need for training in water safety. A failure on the part of officers to apply first-aid treatment is evidence of need for further training in such techniques. If the patrol unit is not making a substantial number of arrests which clear Part I crimes, training in

¹¹For example, the accomplishments of a patrolman working during the day may not be compared with those of a patrolman working at night; the work of a detective handling a car theft assignment may not be compared with that of a detective assigned to robberies. The work of patrolmen on the same tour of duty may be compared, however, if differences in the characteristics of the districts covered are borne in mind.

observation and in the questioning of suspects would seem in order. The discovery of articles smuggled into jail and cached by prisoners transported in police automobiles indicates the need for training in searching and handling prisoners. Analysis of the dispatching of officers on cases where criminals are in operation may indicate the need for special training of dispatchers in properly deploying their force. If the number of offenders referred to the juvenile division by other officers is decreasing in number (Table 17), training for all members of the department in juvenile crime control activities may be desirable.

Records Division Activities

Records activities should be as closely and critically scrutinized as any other police activity and their effectiveness as carefully measured, in order to detect and correct unsatisfactory techniques and to justify the continuance of specific procedures. Frequently new records are adopted which overlap old ones or changed conditions render established records obsolete. The police executive should review procedures regularly, perhaps once a year, in order to determine that each record is necessary and that each procedure serves a useful purpose. Each records procedure should justify itself on the basis of performance. Analysis of Table 24 provides a measure of the accomplishments of some of these records procedures. In evaluating the results of a particular procedure, it must have been in operation long enough to provide a fair test of its accomplishment.

The cost of maintaining a file or performing any other records procedure may be determined by a simple time study, carefully made in order to achieve a fair estimate. The cost of identifications made through the use of records may be estimated and compared with the cost of accomplishing the same purpose by a detective in the field. A records procedure should not be abandoned nor a file discontinued without a careful analysis of the reasons for the lack of accomplishment. If cards are misfiled, if fingerprints are not properly classified, if the number and inscription files are not searched, if index cards are not made, the efficiency of the records operations will be impaired. If the technique is found to be faulty, corrections should be made. A study should also be made of the less tangible uses of the file or of the procedure in question. It may provide information useful to the police quite apart from its primary purpose. These by-products may be intangible, but their value must not be overlooked.

UNIFORM CRIME REPORTS

The *Uniform Crime Reports*, issued quarterly by the Federal Bureau of Investigation, make possible comparisons between the local crime rate and the crime rates in other communities.¹² As police efficiency is only one of

¹²Federal Bureau of Investigation, *How to Use the Uniform Crime Reports* (Washington, 1939), 28 pp. mimeographed.

the many factors influencing the rate, others including the racial, economic, educational, geographic, political, population, and criminal justice characteristics of the community, a comparison of the crime rates of cities should not be considered a comparison of police efficiency. The number of crimes in the contributing cities are tabulated in the reports and average crime rates are computed for the cities in geographical divisions, for all cities in each of six population groups, and for the cities in each population group in each geographical division. Crime rates vary as greatly between geographical divisions as between population groups.

The most valid comparisons are those between the crime rate of the local community and the rates or the average rate of other communities in the same population group and the same geographical division. In some instances, however, such comparisons are impractical if not impossible because of the small number of cities of comparable size in the same geographical division. In such instances the area for comparison is enlarged to include one or more bordering geographical divisions.

A chart for each of the locally more important Part I crimes, on which the quarterly average rates for cities of the same population group in the geographical division are plotted and on which a line graph portrays the local rate by three-month periods, provides a useful comparison. To this chart may be added graphs showing the average rate for all cities in that population group and the national average rate of all cities without regard either to population group or to geographical location.

In order that the administrator may know how the deviation of the crime rate of his city from the average compares with the deviation of other cities, charts may show, by line graphs, average deviations or quartile deviation.¹³

"A. H. Bledsoe, 'The Uniform Crime Reports of the FBI - A Yardstick for the Police Executive,' *F.B.I. Law Enforcement Bulletin*, Vol. 7, No. 8, August, 1938, explains the preparation and interpretation of these charts. The average deviation is calculated by computing the deviation of each city in the series (without regard to whether the deviation be greater or less—up or down from the average) and dividing the sum of the series of deviations by the number in the series. If the average deviation is 25, then the average city will have a crime rate which will fall within the range of 25 above and 25 below the average. Two graphs, paralleling the graph of averages, one 25 above and the other 25 below, contain between them the crime rates of the average cities. If the local rate goes above the top graph, the administrator is warned that his crime rate is beyond the average deviation. If it falls below the lower graph, he has the satisfaction of knowing that his crime rate is below the average deviation.

A somewhat similar pair of graphs may be prepared without the necessity of computing average deviation, by arranging the crime rates of the cities in the series in descending order, and dividing the series into four groups, each containing the same number of cities. The crime rate found in the middle of the list is the median rate. The rate found between the upper two quarters represents the upper quartile—the point above which come the crime rates of 25 per cent of the cities. The lower quartile is a similar point below which a quarter of the crime rates are found. Line graphs of the upper and lower quartiles contain between them the crime rates of the middle half of the cities. Deviations above the top line serves as a warning that the city has fallen into the group containing the 25 per cent of the cities with the highest crime rate. Deviation below the lower line indicates that the local crime rate is comparable with those in the 25 per cent of the cities having the lowest crime rates.

Per capita rates, medians, and quartiles may be found in the *Municipal Year Book*, International City Managers' Association, since 1939.

Charts may be used to compare local percentage clearances by arrest and local recoveries in the Part I crimes with the averages from the *Uniform Crime Reports*. Interesting comparisons of age, sex, color, and offense may also be made between local arrest data and the data compiled by the F.B.I. from fingerprint cards submitted by the contributing agencies.

CHARTS OF ACCOMPLISHMENT

Graphs showing accomplishments of the department as a whole, of the various divisions of the department, and of individual officers are valuable in stimulating interest in the job, in developing competition, and in directing attention to operations in which the department appears to be weak at the moment. A competitive spirit is not limited to competition between individuals. An officer, a unit, or the entire department may attempt to better their own previous records.

Monthly totals and data for this year and last year to date may be recorded by simple line graphs or bar charts, or by thermometers or dials.¹⁴ If placed in a location where they may be reviewed by the public, these charts are useful in public reporting. However, those which show the record of individuals should not be on public display, although they may be posted at headquarters where they may be reviewed by the persons concerned.

A detective division chart may portray month by month for each crime classification the percentage of cases cleared by arrest, the percentage convicted, and the percentage recovery of stolen property. The average percentage for each of the preceding five years may also be shown for purposes of comparison. The accomplishment of the detective assigned to each class of crime is thus provided for the stimulation of the officer and the guidance of his supervisors.

In some cities the large number of burglaries and larcenies necessitates the assignment of more than one detective. The usual procedure is to classify burglaries into residence and nonresidence, assigning a detective to each group, and when the load becomes too heavy, dividing the city into two parts, each containing approximately the same number of crimes committed of the type in question, and assigning the cases according to the district in which they occur. The same procedure may be used in the assignment of larcenies. The work load of detectives so assigned is nearly even and a fair comparison may be made between percentage of clearances by arrest, of recoveries, and of convictions.

A chart showing by month and by year the number of Part I crimes classified according to type provides a comparison between current patrol accomplishments and the previous record. The monthly patrol report posted in the squad room is of interest to the officers and their supervisors. A cumulative table or a six-month or yearly summary provide further infor-

¹⁴For an excellent example of the use of a crime meter see *Law Enforcement Bulletin*, Federal Bureau of Investigation, Washington, D. C., February, 1939.

mation of value. The juvenile crime index may also be shown by means of graphs.

Annual and current monthly charts of fatal automobile accidents, of accidents involving personal injury, and of the total number of accidents are useful to the traffic division. In addition, charts are frequently used which show citations, warnings, enforcement index, or arrest index month by month and the averages for previous years. Charts combining any of these factors may also be used. Sheets on which are tabulated the number of arrests classified according to type made by each officer and the number of accidents occurring in each officer's district are sometimes used. If desired, the chart may show an enforcement index for each officer.

PUBLIC REPORTING

The satisfactory accomplishment of police tasks depends in large degree upon the quality of the relationships between the police and the public and between the police administrator and the executive head of the city and other department heads. The giving of complete information by the police department tends to produce the desired relationships. Public support is won by the preparation and release of publicity just as official approval to police proposals is obtained by the presentation of complete and relevant facts in an easily understood form. Reporting, therefore, is an important administrative duty.¹⁵

The purpose of public reporting is to inform the public of police activities, problems, and needs; to convince citizens of the wisdom of police programs and procedures, to inform them of practices intended to minimize hazards; and to secure from them maximum cooperation. Publicity stimulates interest in the department, corrects popular misconceptions, and enhances the prestige of police service. An interested and informed public protects the police from undesirable political influences and provides the sympathetic support so essential to successful law enforcement. Facts obtained from police records may be used to counteract misrepresentations of police activities and accomplishments. Frank statements by the police indicate that they have nothing to conceal. A program developed as a result of the analysis of facts available in police records will receive public and official support if these facts and the line of reasoning followed in developing the program are explained.¹⁶

¹⁵A discussion of administrative publicity by Donald C. Stone, in *The Management of Municipal Public Works* (Chicago: Public Administration Service, 1939), pp. 287-92, emphasizes the distinction drawn between the political publicity of a government and the public relations activity of a government department.

¹⁶The objectives of publicity are discussed at some length by Elton D. Woolpert, in the tenth of a series of monthly articles on municipal public relations, entitled "Municipal Reporting and Publicity," appearing in *Public Management*, June, 1940, pp. 173-76. The entire series is now available in pamphlet form as *Municipal Public Relations; A Suggested Program for Improving Relations with the Public* (Chicago: International City Managers' Association, 1940), 50 pp.

Many formal reporting or publicity techniques may be used by the police administrator. They include press releases, special notices and articles on the work of the department, radio talks, discussions and demonstrations before civic groups, exhibits in public places, and regular departmental publications.

Publications

A cooperative press offers almost unlimited possibilities for educating and informing the public as to police activities. The service the press can render justifies efforts spent in the establishment with reporters and the editorial staff of friendly relations, which are usually based on a helpful policy in news releases.¹⁷ Many police departments have publications of their own. Some provide information, usually restricted to matters of safety, for the children in the elementary schools. Some issue weekly mimeographed bulletins for distribution among retail merchants in which are described criminals and their methods of operation against businessmen. The local Chamber of Commerce may aid in the distribution. Some departments have a publication for general distribution in which is recorded information regarding general police activities presented in a manner designed to attract the attention of the lay reader.

The annual municipal report affords the police an opportunity to inform the public regarding their accomplishments for the year.¹⁸ The annual police report is not suitable for general distribution; however, some departments issue a brief digest of this report in which are included the highlights for the year presented in an interesting manner by the use of charts, graphs, and photographs.

Speakers' Bureau

Many departments maintain a speakers' bureau, sometimes under the direction of the personnel officer. A list of qualified officers, with information regarding their availability and the subjects they are prepared to discuss, is kept up to date. Speakers are supplied with current information from records summaries, invitations to speak are promoted, and officers are assigned to engagements. Radio programs are an important part of the work of a speakers' bureau. They may be in the form of skits, or a broadcast from police headquarters describing the operations being conducted in the various sections of the building.

Information regarding the subject matter of each speech, where and when given, the size and type of the audience, and the length of the address is noted on a department memo, the upper left heading carrying the words

¹⁷A number of valuable suggestions to public officials for the conduct of their press relations are incorporated in an article by Hal Hazelrigg, "A Newspaper Man Looks At City Hall," *Public Management*, March, 1938, pp. 67-70.

¹⁸See Clarence E. Ridley and Herbert A. Simon, *Specifications for the Annual Municipal Report* (Chicago: International City Managers' Association, 1939), 59 pp.

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"Speech Report." When used by commanding officers in making speech assignments, the memo carries the name of the officer assigned in the right heading. This report may be placed in a speech report file, under the name of the officer giving the address, or in his officers report folder.

Miscellaneous Procedures

Many departments provide displays and exhibits for fairs and conventions to be placed in downtown office windows, vacant store buildings, and at headquarters. Some have open house, inviting selected citizens for tours of inspection. The extent to which a department will engage in such activities depends upon local policy. Such practices afford a splendid opportunity for keeping the public informed regarding police activities.

A visitor's report may be used to record the number of visitors at headquarters for the monthly summary. Such reports are used only by departments that make some effort to have the general public visit police headquarters for the purpose of establishing a more friendly relationship. The visitor's report is identical to the speech report except for the heading. It is prepared by the officer who serves as a guide to the visitors; such reports are filed in a visitors' report file in chronological order without reference to the names of the officers submitting them.

Record of Public Reporting Activities

Public reporting activities should be summarized; speech reports, visitors' reports, and the column inches of news space devoted to police activities are tabulated according to the class of activity. These data are needed in the compilation of reports by cities in the National Safety Contest, and are useful to the police administrator in directing public reporting activities.

THE USE OF RECORDS IN PLANNING OPERATIONS

CAREFUL planning is essential to successful police operations. As the architect designs his building before starting construction and the general staff plans the offensive before the drive, so must the police executive plan to meet each emergency which may arise. Blockades, searches of quadrants, and cordons thrown around buildings and small areas must be planned on maps in advance if execution is to be successful. Fires, floods, earthquakes, and tornadoes place demands on the police which they must be prepared to meet decisively and with dispatch.

Planning police operations involves the anticipation of demands for police service. The records of past experiences are essential in estimating future needs. The success of the police chief, like that of a general, depends on preparing for every conceivable eventuality. He must gather complete information regarding crimes and criminals, direct his force toward the accomplishment of specific objectives, and maintain a concentration and superiority of fire, adequate communications, and complete mobility.

A police records system such as that described in this manual furnishes the data necessary for analyzing police problems and developing plans for their solution. The effective interpretation of these data will determine in large measure the quality of police service which the community will receive. This chapter describes some of the ways in which records information may be used in planning police programs and strategy.

DISTRIBUTING THE PATROL FORCE¹

Patrol is an indispensable part of police service, and it plays a leading role in the accomplishment of the police purpose. It is the only form of police service that directly attempts to eliminate opportunity for misconduct. The availability of patrol to apprehend the offender and dispose of the case at every hour in every section of the community is important because time

¹For a more detailed description of the method discussed in this section for the chronological and geographical distribution of a patrol force of a given size according to the relative need for police service, as applied in the distributions of the patrol forces in Wichita, Kansas, and San Antonio, Texas, in 1939, see: O. W. Wilson, *Distribution of Police Patrol Force* (Chicago: Public Administration Service Publication No. 74, 1941), 27 pp.

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is of the essence in police work. In addition to services relating to misconduct the complete coverage provided by patrol makes it useful in the search for lost persons and property and in giving information and assistance to citizens. Patrolmen gather information useful to the administrator and to the specialized branches of the service, and helpful to other city departments as well.

The need for patrol service may be analyzed from two points of view. First, it is desirable to establish the average or year-around need on the basis of which a general plan of distribution of the force may be made sufficient to meet all ordinary circumstances. Second, it is necessary to determine so far as possible the special or irregular needs and make provision to meet them.

The police administrator is able to predict when and where crimes and accidents will occur because their pattern remains relatively constant from year to year, except where engineering changes of highways and social or industrial changes in the community result in a redistribution of police hazards. On the basis of the record, the administrator may distribute his officers to the hours and areas that need them the most. The presence of an officer at a location where a crime is about to be committed, or where an accident may occur, usually will prevent either incident.

Analyzing Police Hazards

The needs for patrol service result from police hazards, i.e., situations or conditions which promote incidents which make some police work necessary. Events which call for an arrest, the recovery of stolen or lost property, or the investigation of a complaint or accident develop from police hazards. The actions necessary to dispose of incidents arising from hazards are termed "called-for-services."

Hazards must be isolated and analyzed with a view to eliminating them whenever possible. When it is not possible to eliminate them, police service must be provided to care for the incidents that result. Incidents resulting from hazards indicate a need for patrol service, which is devoted to: (1) taking appropriate action when the incidents arise, i.e., providing services called for, and (2) preventing the occurrence of incidents by eliminating hazards or minimizing their potency through inspectional services and routine patrol. Inspectional services and routine patrol constitute prevention in its broadest sense. The essence of good administration is to direct effort toward the elimination or neutralization of hazards. A characteristic of poor administration is to devote all police effort to caring for incidents that might have been prevented from occurring.

The need for patrol service arises from police hazards, and the patrol man power should be distributed in proportion to the distribution of the hazards. Patrol service should be distributed according to need throughout the 24 hours of the day and in every section of the city. Consequently, the

patrol force is distributed among the several shifts, and for each shift the city is divided into beats or patrol districts.

Hazards vary as to time of day and location. A hazard may exist during one hour and disappear during the next. Hazards are best identified, located, and measured by the incidents which arise from them. Traffic hazards exist "when and where" accidents occur; crime hazards exist "when and where" crimes are committed. Information as to the hours of these occurrences is useful in determining the number of patrolmen that should be assigned to each shift. The location of the occurrences should be taken into account in determining the patrol districts for each shift.

The number of man hours of police service which would have to be provided during each hour of the day and in each section of the community in order to accomplish the purposes of patrol could be established if each hazard could be isolated and the exact number of minutes determined which should be devoted to minimizing it and to caring for such incidents as occur. But most police hazards are intangible; they result from situations and conditions which are changing, intangible, and difficult to isolate. Usually the existence of a hazard becomes apparent only when an incident develops which requires some police action. An absolute measure of the time involved in meeting hazards is not essential, however, to a fair distribution of patrol man power; since the police executive knows the man power that is available, the problem resolves itself into distributing the force in proportion to the frequency and seriousness of the incidents.

Incidents vary in importance. For example, Part I crimes are considered more serious than Part II offenses and miscellaneous complaints. It takes more time to handle some types of incidents than others. The investigation of a Part I crime ordinarily requires more time than the making of an arrest. Variations are also found among incidents within a general class or within a specific type of complaint. To evaluate the incidents separately, or even to evaluate them according to the type within classes, would, however, probably involve an amount of work out of proportion to the advantages of greater accuracy. For purposes of distribution of patrol forces it is sufficient to classify the incidents which result from police hazards as: Part I crimes, Part II offenses, accidents, miscellaneous complaints, and arrests.

While many police hazards are too intangible to isolate and measure, the amount of police time necessary to minimize others may be fairly accurately determined. Stores present a special burglary hazard at night when employees are absent. Store doors, windows, and safes are inspected by the police in order to minimize this hazard. Recreation centers and retail liquor establishments are inspected to overcome other special hazards. The need for inspectional services varies throughout the day and is a factor to be considered in effecting a distribution of the force among the several shifts. Services of this character may be measured in terms of the man hours spent in performing them.

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FIGURE XII. PERCENTAGE DISTRIBUTION OF INCIDENTS WHICH CALLED FOR POLICE SERVICE, BY HOUR OF DAY, GREENSBORO, NORTH CAROLINA, 1941^a

Hour	Offense Reports	Complaint Reports	Arrests	Accidents	Total	Average
Midnight to 1 A.M.	3.373	5.040	3.912	1.991	14.316	3.579
1- 2 A.M.	2.490	3.445	5.014	1.522	12.471	3.118
2- 3 A.M.	1.606	1.786	3.947	1.522	8.861	2.215
3- 4 A.M.	1.205	1.722	3.556	0.585	7.068	1.767
4- 5 A.M.	0.884	1.116	2.312	1.405	5.717	1.429
5- 6 A.M.	1.446	1.085	2.276	0.937	5.744	1.436
6- 7 A.M.	3.052	2.041	1.778	1.639	8.510	2.128
7- 8 A.M.	7.149	3.030	2.738	3.044	15.961	3.990
8- 9 A.M.	7.470	4.115	1.636	4.333	17.554	4.389
9-10 A.M.	7.871	4.593	4.196	3.864	20.524	5.131
10-11 A.M.	6.426	4.848	3.485	3.981	18.740	4.685
11-12 Noon	6.024	3.477	3.983	5.621	19.105	4.776
Noon to 1 P.M.	3.052	3.445	3.058	5.152	14.707	3.677
1- 2 P.M.	3.695	3.700	4.587	4.215	16.197	4.049
2- 3 P.M.	4.980	4.434	5.156	6.909	21.479	5.370
3- 4 P.M.	4.659	4.753	5.156	5.972	20.540	5.135
4- 5 P.M.	5.382	4.625	7.183	8.899	26.089	6.522
5- 6 P.M.	3.213	5.040	4.730	6.206	19.189	4.797
6- 7 P.M.	3.373	5.805	4.659	7.143	20.980	5.245
7- 8 P.M.	4.257	5.582	5.334	6.792	21.965	5.491
8- 9 P.M.	4.096	5.231	5.797	5.503	20.627	5.157
9-10 P.M.	5.221	5.423	5.370	4.684	20.698	5.175
10-11 P.M.	4.096	7.974	4.765	3.864	20.699	5.175
11 to midnight	4.980	7.687	5.370	4.215	22.252	5.563
TOTAL	100.000	99.997	99.998	99.998	399.993	99.999

^aOwing to inadequate police records, offense and complaint reports could not be classified as Part I crimes, Part II crimes, and miscellaneous reports in all cases. For the same reason, the data do not cover a full 12-months period except on accidents, which are for the year 1940.

The patrol force, then, should be distributed in proportion to the need for police service, which is indicated by: (1) incidents resulting from hazards (Part I crimes, Part II offenses, accidents, miscellaneous complaints, and arrests), and (2) inspectional services directed to minimizing hazards which may be localized.

Determination of Shifts

The hourly distribution of need for police service is an important factor in determining the most desirable hours for shift changes. Figure XII shows the hourly distribution of incidents which called for police service in Greensboro, North Carolina, in 1941,² and column 1 of Figure XIII lists the average hourly load for each of the three shifts in five different arrangements (shifts ending at different hours). Since the force is distributed among the three shifts in proportion to the average hourly need for police service on each, during hours of greater than average need the force is less adequate, and during hours of less than average need it is not so completely used to capacity. Since either situation is undesirable, the sum for the three shifts of the total deviations from the average hourly load on each shift may

²Data secured during a survey by the author of the Greensboro Police Department in the summer of 1941.

FIGURE XIII. AVERAGE HOURLY LOAD, TOTAL DEVIATION FROM THE AVERAGE, PROPORTIONAL DISTRIBUTION OF THE LOAD, AND CORRECTED TOTAL DEVIATION, DURING VARIOUS PERIODS OF THE DAY, GREENSBORO, NORTH CAROLINA, 1941

Period	(1) Average Hourly Load	(2) Total Deviation From Average	(3) Proportional Distribution of Load	(4) Corrected Total Deviation
10:00 P.M.- 6:00 A.M.....	3.035	10.588	24.282	2.571
6:00 A.M.- 2:00 P.M.....	4.103	5.137	32.825	1.686
2:00 P.M.-10:00 P.M.....	5.361	2.596	42.892	1.113
TOTAL		18.321	99.999	5.370
11:00 P.M.- 7:00 A.M.....	2.654	8.593	21.235	1.825
7:00 A.M.- 3:00 P.M.....	4.508	3.857	36.067	1.392
3:00 P.M.-11:00 P.M.....	5.337	2.677	42.697	1.143
TOTAL		15.127	99.999	4.360
12:00 P.M.- 8:00 A.M.....	2.458	6.628	19.662	1.302
8:00 A.M.- 4:00 P.M.....	4.651	3.680	37.212	1.369
4:00 P.M.-12:00 P.M.....	5.391	2.809	43.125	1.211
TOTAL		13.117	99.999	3.882
1:00 A.M.- 9:00 A.M.....	2.559	7.640	20.472	1.564
9:00 A.M.- 5:00 P.M.....	4.918	4.971	39.345	1.956
5:00 P.M.- 1:00 A.M.....	5.023	3.338	40.182	1.341
TOTAL		15.949	99.999	4.861
2:00 A.M.-10:00 A.M.....	2.810	1.085	22.485	0.244
10:00 A.M.- 6:00 P.M.....	4.876	4.795	39.011	1.871
6:00 P.M.- 2:00 A.M.....	4.813	5.857	38.503	2.255
TOTAL		11.737	99.999	4.370

be used inversely as a measure of the relative suitability of shift arrangements. These sums are shown in column 2, Figure XIII, for the five shift arrangements. However, the proportional distribution of incidents that call for police service among the shifts should be applied to the total deviations for each shift in order to arrive at a deviation that takes into account the number of men working on each shift. (The man power is distributed, first, in proportion to the incidents which call for police service, column 3, Figure XIII, and second, in proportion to the need for inspectional services.) This computation is necessary because if one shift has twice the man power of another on the basis of these incidents, an equal deviation results in twice the amount of this man power not used to its potential or with a load beyond its capacity. The corrected total deviations (shown in column 4) provide a more accurate determination of the most desirable hours for changes of shifts and clearly indicate that shifts should end at 12:00 P.M., 8:00 A.M., and 4:00 P.M.

The need for inspectional services should be considered in the final determination of the most suitable shift arrangement when several seem equally desirable. For example, if shifts ending at 2:00 A.M., 10:00 A.M., and 6:00 P.M. had no greater corrected total deviation than shifts ending at 12:00 P.M., 8:00 A.M., and 4:00 P.M., the latter might be selected because man power devoted to inspectional duties after midnight would not be used

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to full capacity after commercial establishments open for business in the morning. Business houses are more irregular in closing than in opening, and a larger proportion of the patrol force on duty after midnight is devoted to inspectional duties than before midnight, so inspectional service on the shift after midnight is a more important determinant than on the shift before midnight. Other factors to consider are transportation problems for men reporting on and off duty at late hours, unusual problems at certain critical hours, such as a heavy traffic flow, and overlapping shifts.

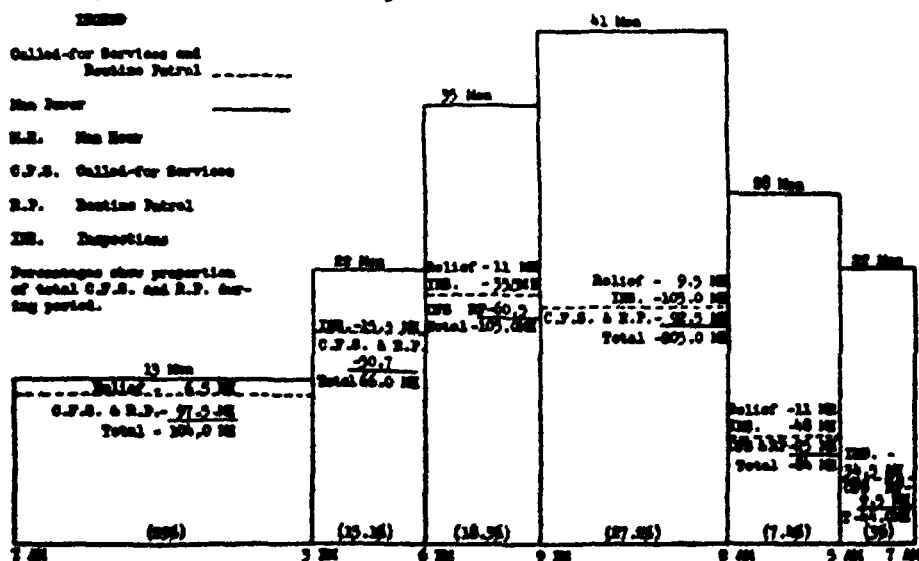
In some departments a fourth shift may be found desirable. For example, in San Antonio, Texas, in 1939, three shifts of motorized patrol reported for duty at 11:00 P.M., 7:00 A.M., and 3:00 P.M., with a split shift working from 6:00 P.M. to 2:00 A.M. overlapping the regular ones, and a foot patrol working in the downtown section from 9:00 P.M. to 5:00 A.M. The distribution of man power according to number, rank, and reporting hour was as follows:

Reporting Hour	Sergeants	Special Investigators	Patrolmen	Total
7:00 A.M.	1	2	10	13
3:00 P.M.	2	2	18	22
6:00 P.M.	1	0	12	13
9:00 P.M.	1	0	5 (foot)	6
11:00 P.M.	2	2	18	22

Distribution of Force to Shifts

The distribution of man power among the six periods of the day in San Antonio was based on analysis of the need to perform (1) called-for services and routine patrol and (2) inspectional services. The height of each of the six rectangles shown in Figure XIV is in proportion to the man power on

FIGURE XIV. DISTRIBUTION OF MAN POWER AND MAN HOURS OF POLICE SERVICE, SAN ANTONIO, TEXAS, JULY, 1939, BY PERIOD AND TYPE OF SERVICE



duty during the period indicated by its width, and consequently the area of the rectangle represents the man hours available during each period. The area below the dotted line indicates the man hours needed to perform called-for-services and routine patrol. The space above the dotted line indicates the man power available for lunch relief and for inspectional services.

The location of the dotted line was determined by the proportional distribution of incidents which call for police service. It was arbitrarily assumed that 13 men were adequate to provide called-for services and to perform routine patrol during the 7:00 A.M. to 3:00 P.M. period.³ Since 6.5 man hours of their time were spent at lunch, 97.5 man hours were available for these duties. In order to provide comparable service during the other periods of the day, man power must be supplied in proportion to the need as indicated by the proportional distribution of incidents which call for police service. The man hours needed for inspectional services were determined by the number of places to be inspected, the average time necessary for inspecting each, and the frequency of inspection. Drawing these on the same scale above the dotted line, the height of each rectangle indicates the number of men on duty during the period it covers.

Determining Beat Layout

The man power on each shift must be distributed geographically over the city so that each section will have an amount of police service in proportion to its need. Under such a distribution each officer carries a fair share of the police load and the citizens in each section of the community receive a fair share of police service.

The first step in distributing patrol force geographically is to determine whether conditions in certain areas justify the maintenance of foot patrol. Foot patrol is needed (1) in an area such as a business district where the time of the patrolman is devoted almost exclusively to the performance of inspectional duties, and (2) in an area where occurrences requiring police action are so frequent as to leave little or no time for the performance of other patrol duties. Areas in which large numbers of persons congregate, recreational centers, and districts in which honkytonks and cheap dives predominate are examples. The laying out of foot beats is relatively simple. It is necessary to determine as accurately as possible the man hours involved, taking into account distances and the nature of the police hazards existing in the area.

The balance of the patrol force should be motorized and assigned to patrol districts. During each shift the entire area of the city should be divided into

³Determination of the man power needed is not exact nor accurate. The administrator, on the basis of judgment, must arbitrarily determine within the limits of the force available the man power necessary to provide an acceptable patrol service for the daylight hours during which time there are relatively few inspectional services. Using this period as a standard, it is possible to determine the man hours of patrol needed to provide a comparable quality of patrol service for handling incidents and performing routine patrol on other shifts.

a number of patrol districts equal to the number of patrol units available. The number of patrol units available is determined by the man power. If on a particular shift there are 10 patrol units available then the city should be divided into 10 districts, not equal in area but as nearly equal as possible in the amount of police hazard they include.

Districts may be determined by utilizing the classification of incidents previously enumerated as a measure of the existence of police hazards and adding to these the factor of area and the factor of time spent in inspectional services. The application of these factors in determining the boundaries of each patrol district is a trial and error process. The entire area is broken into many small districts which are combined and recombined until an approximately equal amount of each of the factors falls into each patrol area or beat. Figure XV shows the percentage distribution of these incidents among 10 patrol districts in San Antonio, Texas, (on the basis of one year's experience) for the shift working from 7:00 P.M. to 3:00 P.M. The average of the percentage distribution of these factors is taken as a measure of the need for police service within each district, and is shown in the column at the extreme right. Since there are 10 districts, an attempt was made to have 10 per cent of the total need located within each district. An examination of the last column indicates how nearly this objective was accomplished.

Since there are relatively few or no easily measurable inspectional duties performed during the daylight hours, this factor was not considered in the distribution.* On shifts during which the officers spend a substantial part

FIGURE XV. NUMBER, PERCENTAGE, AND AVERAGE PERCENTAGE OF FACTORS OF NEED FOR POLICE SERVICE IN THE PERIOD 7:00 A.M. TO 3:00 P.M., SAN ANTONIO, TEXAS, JUNE 1, 1938, TO MAY 31, 1939, DISTRIBUTED BY PATROL DISTRICTS, 1939

DISTRICT	AREA		PART I		PART II		MISCELLANEOUS				ARRESTS ^b		AVERAGE PER CENT
	NO.	SQ. MILES	CRIMES ^a	%	OFFENSES ^a	%	REPORTS ^a	%	ACCIDENTS ^a	%	NO.	%	
1	5.4	14.9	184	10.3	179	9.9	95	10.4	48	10.4	126	5.7	10.3
2	3.4	9.3	184	10.3	145	8.0	113	12.4	63	13.6	162	7.4	10.2
3	3.1	8.8	247	13.9	138	7.6	72	7.9	51	11.0	207	9.4	9.8
4	5.9	16.5	150	8.4	207	11.4	86	9.5	35	7.5	176	8.0	10.2
5	5.9	16.4	156	8.8	159	8.7	101	11.1	36	7.8	187	8.5	10.2
6	3.7	10.1	185	10.4	193	10.6	78	8.6	56	12.1	239	10.8	10.4
7	3.9	10.8	147	8.3	221	12.2	73	8.0	39	8.4	296	13.4	10.2
8	4.0	11.2	129	7.3	211	11.6	84	9.2	36	7.8	207	9.4	9.4
9	0.2	0.7	168	9.5	213	11.7	117	12.8	52	11.2	366	16.6	10.4
10	0.5	1.3	228	12.8	151	8.3	92	10.1	47	10.2	238	10.8	8.9
TOTAL	36.0	100.0	1,778	100.0	1,817	100.0	911	100.0	463	100.0	2,204	100.0	100.0
North of Commerce Street.....													50.8
South of Commerce Street.....													49.2

*Based on hour reported.

^bBased on hour of occurrence.

*In the distribution of the patrol force in Wichita, Kansas, and Greensboro, North Carolina, the factors of commercial establishments and of licensed places requiring some inspection (dance halls, liquor establishments, pool halls, rooming houses, and skating rinks) were considered in establishing beat boundaries on the day tour of duty. This procedure was justified on the ground that these places deserve more than usual attention in routine patrol even during hours when a regular inspection is not considered essential.

of their time in inspectional duties, this factor must be taken into account. Since the bulk of inspectional duties involves the trying of store doors and windows, the simplest and most effective measure is in terms of the number of inspection units within each district. The inspection factor may be weighted on the basis of the total man hours required as compared to the average man hours available for each of the five factors used as measures of hazard. If the inspection factor is given a heavy weight, correction by weighting must be applied to the factor of area, since it should have a nearly constant value.

The Direction of Patrol Effort

It is as important to know how patrol effort should be directed as to determine when and where police attention is needed. Some of the procedures useful in directing the work of the patrol force may be briefly mentioned. Some departments provide traffic officers as well as regular patrolmen with beat maps or sheets describing the location of accidents. Officers must also know what is causing the accidents if they are to work intelligently toward their elimination. Analysis of accident investigations reveals contributing violations and serves as a guide in enforcement by indicating the age groupings most likely to be involved in accidents and the identity of types of drivers who are prone to have accidents. Officers need to know something about methods of operation that criminals are currently employing. They should be informed regarding the kind of persons and property being attacked. The good executives will provide information concerning the types of crimes that are being committed and the locations subject to most frequent attack. Information as to frequency of attack on various types of business houses permits the officer to focus his attention on those establishments offering the greatest police hazard. The objects of attack, the kinds of tools used, the presence or absence of accomplices, and descriptions of the criminals and their means of transportation are items of information that are useful in effective patrol. The records will supply most of these facts.

MEETING IRREGULAR NEEDS

Every need for police service is subject to fluctuations, some of which are seasonal and some sporadic, and these fluctuations must be taken into account in distributing patrol force. In some communities variations in the intensity of criminal activities and in the activities of law-abiding citizens form a predictable seasonal pattern. A pattern is most discernible in communities which have a transient population. Examples are resort communities, cities that during off seasons attract migratory agricultural workers, and cities in which seasonal industries attract a large semitransient population. In some communities, the fluctuations in need for police service are so great and so predictable as to justify individual distribution plans for

the different seasons of the year. Vacations should be scheduled during periods of slack activity.

In most communities, however, variations in the need for police service cannot be predicted with any degree of accuracy. Increased criminal activity on the part of one or more persons may lead to a small crime wave which sometimes continues until they are apprehended. As a result of their activity, there is created during the hours and in the areas in which they operate a need for police service out of proportion to the average year-around need. These unpredictable fluctuations in the need for police service may result from a series of safe burglaries, an unusual amount of car prowling, a sudden increase in the automobile accident rate, a series of robberies perpetrated against a certain class of retail establishments in a certain section of the community, a series of house prowls, a number of purse snatchings, a series of attacks on school children, or a number of brutal sex murders. In a large city, there is never a time when the department is not faced with some special problem which calls for additional attention from the police.

The Flexible Reserve Unit

Irregular needs or sudden demands for protection must be met by adding to the regular patrol a special detail concentrated in the area where needed during the hours of the day when the need is important. Many police administrators maintain a reserve unit for this purpose. This reserve may be a traffic squad, charged primarily with the performance of the intermittent duties of traffic control resulting from such special events as parades or public meetings. Time not devoted to these duties is available for use in attacking other current problems, regardless of their nature.

Determining the Need

The administrator must first determine the types of activity to which special attention should be directed. Needs are revealed in the analyses of the records discussed in Chapter 9. The special need at the moment may be action against house prowlers, bandits, car thieves, reckless drivers, or store burglars.

Factors besides the importance or seriousness of offenses must be taken into account, however, in distributing the reserve force. The press and the public may not always place first things first, yet their attitudes and wishes must be considered. For example, an unusually active local safety council may stimulate public sentiment to the point that a reserve force currently directed against criminal operations might wisely be withdrawn from such activities and temporarily devoted to traffic control to offset a sudden increase in automobile accidents. Or, an unfriendly press may attack the police on the grounds of indifference to vice conditions, necessitating immediate attention to a problem possibly less important at the moment than problems

in some other field. The attitude of the press and the sentiment of the public may not be ignored by the police administrator in directing the activities of his force, but they should always be weighed against the needs reflected in the police records.

In addition to determining the types of activity against which special police action is necessary, the administrator must analyze the records to determine the locations and periods needing a particular concentration of police effort. For example, in event of a sudden increase in the number of house prowls, it is inadvisable to spread the reserve force through all the residential sections of the community. Analysis usually reveals some section which is currently especially subject to these activities. This analysis is best accomplished by means of a map on which are spotted the house prowls which have occurred. After the district in which the reserve force is to operate is established, a study is made to determine the hours during which incidents are most likely to occur. Tabulations will show the frequency of occurrences during each day of the week and each hour of the day. A study is then made of the property or persons attacked. In the case of house prowls, have the operations been directed at a particular type of dwelling? Have store burglaries involved clothing stores, jewelry shops, fur shops, or warehouses? Have robberies been directed against pedestrians, motorists, filling station operators, drug stores, or chain grocery stores? This analysis is limited to the crimes which have been committed within the area under consideration on the days and during the hours when the reserve squad will be operating.

Assigning the Special Detail

After the specific needs involving a special detail have been determined, decisions are reached with reference to assignments. Such matters are involved as operation in uniform or plain clothes, patrol on foot or in an automobile, and division of the area into small districts for patrol or assignment of officers to fixed posts. If officers are assigned to fixed posts, as might be the case if they are to cover a particular business establishment, the ground should be examined carefully to determine the best spot for the officer. Factors to be considered are his safety, his concealment from view, his command of the situation, and the opportunity of cutting off the escape of a criminal who might attack.

Communication and Transportation

Communication should be maintained with each individual on special assignment. The reserve unit is usually a relatively large mobile force assigned to a limited area. In event of attack by a criminal, adequate communications will make the force immediately available for purposes of blockade and will make it possible to conduct an intensive search of a block or small section.

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Transportation is as important as communication. If the district under surveillance is large, transportation of the force for purposes of blockade and concentration for intensive search of a small area are important. The force must also be transferred from one assignment to another. For example, analysis of records may indicate that rooming house larcenies are a problem from 3:00 to 6:00 P.M., that filling station robberies are likely to occur from 7:00 to 9:00 P.M., and that house prowls are frequent from 9:00 to 11:00 P.M. If the reserve force is to be utilized to meet such a series of needs, transportation becomes a vital factor.

PLANS FOR UNUSUAL EVENTS

Disasters, community events, and serious crimes place heavy and frequently unexpected burdens on the police. Plans, including maps, diagrams, schedules of assignments, and prepared radio broadcasts, must be ready and on file in convenient locations if the police are to be prepared to meet such situations. These plans form an important and indispensable part of police records.

Disasters

Progressive communities, usually under the direction of the chairman of the local chapter of the American Red Cross, outline in detail disaster preparedness plans which utilize community resources in caring for emergency situations resulting from tornado, flood, earthquake, or fire. Such plans include instructions for calling together instantly the leadership groups for the purpose of placing the plans in operation. Usually alternative meeting places are provided in case the original place of meeting is destroyed or made inaccessible. A disaster plan contains an organization chart with a schedule of duties which clearly establishes lines of authority and describes the assignment of responsibilities to each of the community agencies. Catastrophes impose heavy responsibilities on the police and they, properly, are represented in the group which prepares the plans of operation. Because of their active participation in the execution of the plan in case of emergency, it is important that the police be acquainted with the general plan and that superior officers be familiar with the details of operation. Copies of the plan are kept on file at headquarters where they will be instantly available. During disasters, the police are expected to take the initiative in meeting all phases of the situation.

Community Events

A number of events involving large numbers of people must be handled by the police very largely with their own resources. Included are public meetings, athletic contests, parades, Halloween celebrations, and other affairs arranged by the community which concentrate a large number of people within a relatively small area. Police services necessitated by such events

include the regulation of traffic, both vehicular and pedestrian, and the policing of the crowd to prevent criminal activity and disorders.

Athletic contests and public meetings may be held at a limited number of locations in each community. The police problems presented by each event in a given location are almost identical, although there are variations with the number of people in attendance and the nature of the affair. Some events stimulate the emotions of the crowd more than others and may result in disorder and unruly conduct and some attract a more disorderly group of citizens.

Some departments have plans on file which outline in detail the assignment and duties of officers at any event which may be held in the community. When an event is scheduled the administrator knows the approximate turnout and may draw from his file a plan which presents in a blueprint fashion the number of officers who will be required to police the affair and the locations to which they should be assigned to meet the need at different hours.

Plans for parades may also be prepared in advance. Parades usually follow one of a limited number of routes. When the route and the length of the parade are known, the administrator may draw from his file a plan which will indicate the number of officers required, the locations to which they should be assigned, and a time schedule of reassignment to new locations as the parade passes.

Plans for Halloween, carnivals, and other street events should include a method of communication with headquarters and adequate illumination of points of probable disturbance. During a street carnival in San Antonio, Texas, for instance, the police mounted movable spotlights at strategic points on tops of buildings. Operators turned the lights on any section of the crowd which seemed unruly. The lights served to direct the attention of street officers to places of disturbance and the sudden illumination usually dissuaded the crowd from undesirable activity. Operators were provided with direct telephone lines to headquarters to direct police attention to troubled areas.

Plans for handling community events are placed in operation and officers assigned by special order. At the conclusion of an event, commanding officers submit reports regarding the operations, including comments on apparent difficulties and suggestions for modification. Suggestions are also invited from the rank and file. The information supplied makes possible intelligent modification of plans on the basis of experience.

Robberies

It is equally important that the police prepare plans of action to be taken in the event of serious crimes. There are certain banks and other business establishments in each community which present an unusual opportunity for robbery. They should be connected with police headquarters by direct alarm. Detailed plans may be worked out in advance, so that when an alarm

Fourth National Bank--Radio Broadcast

Bank robbery at Fourth National Bank, Market and Douglas
(repeat three times).

A____B____C____21, 25, and 26 go to the scene; D____ one
block east; E____one block north; F____one block west; G____
one block south.

A____approach from east; B____approach from west; C____
approach from north.

A____cover main entrance; B____ cover side entrance from
across Market Street; C____cover alley and fire escape.

21, 25, and 26 take one of the above positions until reliev-
ed. Enter bank at the same time from front and side. (Radio
call numbers of officers assigned are to be placed in the
blank spaces at time of broadcast.)

FORM 51. (typed on 5"x8" card)

Twenty-one is the radio call number for the patrol sergeant, and 25 and 26 designate two special investigators, each assigned to half the area of the city. These three officers are always dispatched on bank alarms. Only two are needed to effect entry; the third is sent to provide additional safety. Until the sergeant arrives, the senior investigator is in charge. When the sergeant arrives, he indicates which of the two investigators is to enter the building with him. The radio call numbers of officers assigned are listed in the spaces provided, in order to aid the dispatcher in continuing his broadcast and for purposes of review by commanding officers.

Fourth National Bank--Broadcast if bandits
escape into bank building or adjoining buildings

To all officers on call to the Fourth National Bank--bandits
have escaped into bank building or adjoining buildings.

Detective assigned to alley remain on post and watch build-
ings.

D____take station at alley west of Broadway on Douglas and
watch buildings north to alley and west to Market.

E____take station at alley north of Douglas on Broadway and
watch buildings east to alley and south to Douglas.

F____take station at Market and Douglas and watch buildings
north to alley and east to alley.

All other officers on this call report to_____
(officer in charge) and help to search these buildings.

FORM 51.

Reverse of above form, to be used if bandits escape into bank building or
adjoining buildings.

is received the dispatcher will know exactly how to proceed in assigning his force effectively and safely.

The development of such plans requires a careful survey of the locale, the building plan, the probable point of attack by criminals, and the most likely exits. Search is made for available cover which will afford maximum safety to the officers and a commanding view of the situation. A plan of operation

Fourth National Bank -- Detective Assignment Sheet

Obtain high-powered rifle from the gun cabinet.

Proceed on Williams to Broadway, north to the rear of Kress Store, west in this alley to its intersection with the north and south alley between Market and Broadway. Here be on the lookout for any bandit who might attempt to come down the fire escape in the rear of the Fourth National Bank Building or who might come over the roof of buildings adjoining the bank on the east.

FORM 52. (typed on 5"x8" card)

Fourth National Bank -- Detective Assignment Sheet

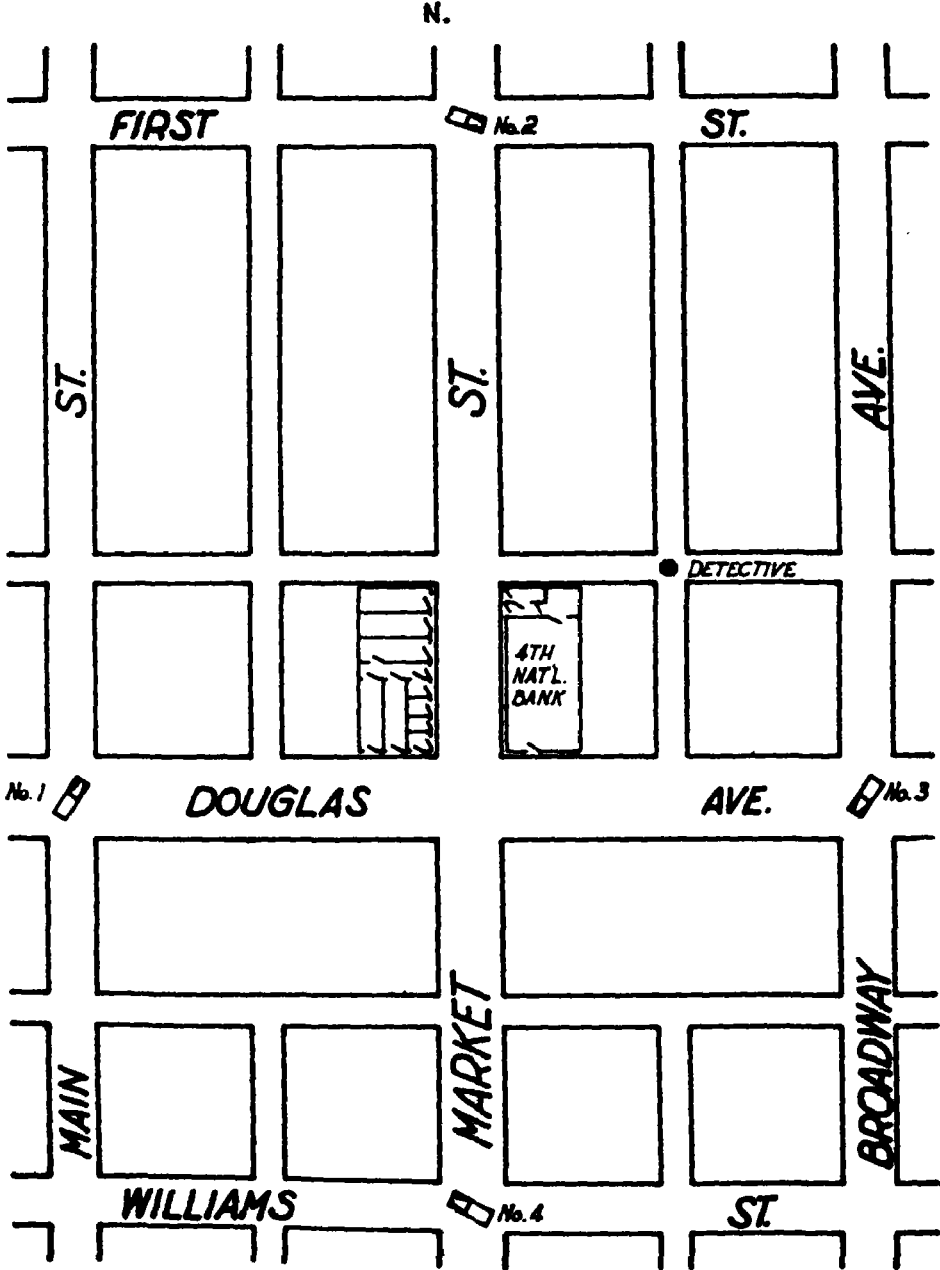
Obtain gas rifle and shells from gun cabinet.

Proceed to Main Street and north to Douglas, east on Douglas to the Jones-O'Neill Shoe Shop located in the Bitting Building. Go through this store to the Bitting Building lobby and thence to Market, remaining in the protection of cars at the curb on the west side of Market Street.

If it is certain that the bank robbery is still in progress and the bandits are still in the bank, discharge a gas projectile into the bank by one of the windows on Market Street; otherwise report to the officer in charge.

FORM 53. (typed on 5"x8" card)

FIGURE XVI. BANK LOCATION CHART



may be developed which includes the direction of approach by the police, the positions or locations to which officers are to be assigned, intersections to be blocked, and the procedure to be followed in effecting entry. The plan should also outline the procedure in the event the bandits should escape into the office building in which the bank is located.

The prepared broadcasts shown on both sides of Form 51 and the detective assignment sheets (Forms 52 and 53) are used in one midwestern city. The location involved, shown in Figure XVI, is a bank at Market and Douglas on the northeast corner of the intersection. There are two entrances into the bank from the street, one directly from Douglas Avenue and the other by way of the building lobby, which is entered from Market Street near the rear of the building. An alley just north of the bank building separates it from the rest of the block. In the building just north of the lobby entrance is a barbershop. It would be possible for a person coming out of the bank to go through the building lobby into the barbershop and from there to the street. The only other possible ways of exiting from the bank would be to go higher in the building and then descend a fire escape into the alley, or to enter a music store by way of a roof between the buildings.

Broadcast schedules for this and other banks, containing the substance of the instructions to be given by the dispatcher to the officers detailed to the scene, are filed at the dispatcher's desk. In the event of an alarm, he selects the proper schedule and proceeds with the dispatch. The schedule contains the location and nature of the call, which is to be repeated three times before the dispatcher proceeds with the assignment in order to avoid the possibility of some officer failing to obtain this vital information. The locations to which officers are to be assigned and instructions regarding their duties at these points are also included.

Assignment sheets dispatching detectives at headquarters to the scene with gas guns and high-powered rifles are kept on file by the division secretary or at the desk of a clerk who would remain at his post at the time of such an emergency. These sheets are handed to detectives calling for arms or leaving the building.

Blockade Plans

Blockade plans are desirable in cities where criminals may seek a hideaway after operating in smaller adjacent communities. It is important to have the plans worked out in advance in order to avoid the need for making a quick judgment after an emergency has arisen, when the dispatcher and commanding officer are working under pressure and seconds count. The extent and nature of the blockade are determined by the character of the crime committed. Bank robberies justify a more elaborate and complete blockade than other crimes because of their seriousness and because bank bandits usually prepare in advance a getaway route along infrequently used roads.

BLOCKADE INSTRUCTIONS TO DISPATCHER

Determine the exact time of the commission of the crime. Search the index for the name of the town. In the event a town is not listed in the index, sufficient time will usually be available for the development of a plan with the commanding officer. Use the plan indicated. Have assignments filled before the minimum time has elapsed. Leave the officers on their posts until the maximum time has elapsed.

Bank Robberies. Use plan "A," "B," "C," or "D."

Other Crimes. The dispatcher shall use his judgment, based on the seriousness of the crime and the likelihood of the criminals coming to Wichita, in deciding in which cases other than bank robberies a blockade is justified. The minor blockade plans are intended primarily for less carefully planned robberies, murders, rapes, assaults, and hit-and-run cases. The dispatcher may use his judgment in using less than a complete blockade plan in border-line cases.

Form 54. (typed on 5"x8" card)

BLOCKADE INDEX*

CITY	MAJOR PLAN	MINOR PLAN	MILEAGE	DIRECTION	MINIMUM TIME	MAXIMUM TIME
Alki	B	3	54	NE	54	1-48
Andale	A	1	23	NW	23	46
Andover	B	5	11	E	11	22
Annely	A	2	21	NE	21	42
Anness	D	9	40	SW	40	1-20
Anthony	D	9	77	SW	1-17	2-34
Anson	C	9	32	SW	32	1-04
Akron	C	6	44	SE	44	1-28
Arlington	D	10	63	NW	1-03	2-06
Arkansas City	C	7	68	SE	1-08	2-16

*Only the first 10 communities indexed are here listed.

Form 55. (typed on 5"x8" card)

POLICE RECORDS**PLAN "A"**

One mile west of West Street on Central
Central and West Street
13th and West Street
21st and Little Arkansas Bridge
29th and Little River Bridge
33rd and Arkansas
35th and Broadway
33rd and Hydraulic
33rd and St. Francis
21st and Hillside
33rd and Hillside
21st and Oliver
13th and Oliver
One mile east of Oliver at Central
Douglas Avenue at Woodlawn Heights
One mile west of West Street on U. S. 54

FORM 56. (typed on 5"x8" card)

Plan "1"

20th and Broadway
21st and Arkansas
West and Maple

FORM 57. (typed on 5"x8" card)

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A blockade plan developed by the Wichita Police Department for use in that city may be briefly described. Four major plans (one for each of the directions leading into the city) were developed to be used in the case of bank robberies. Minor plans were developed for other crimes. The major plans are designated "A," "B," "C," and "D." The minor plans are designated by numbers from "1" to "11," inclusive. The plans are filed at the dispatcher's desk with an alphabetical index (Form 55) of all towns within a radius of 30 miles and of the larger cities within a radius of 80 miles. The maximum time required to reach Wichita is based on an average speed of 30 miles per hour, the minimum on an average of 60 miles per hour. The front of the blockade file contains a card of instructions for the dispatcher (Form 54). The assignment of officers under major plan "A" (Form 56) and minor plan "1" (Form 57) are given as examples.

Other Plans

Plans are also outlined in advance for dispatching officers to any scene where a criminal is in operation, in order that the building may be properly covered before an attempt is made to capture the offender. Floor plans of business establishments most frequently subject to attack by burglars, showing doors and windows on the ground floor and bordering alleyways, are useful in working out such general plans. Floor plans are maintained in a file at the dispatcher's desk. Provision also is made for the assignment of officers to quadrants to assure effective search for criminals who have left the scene of a crime.

Plans to be used in the event of a jail emergency, posted or filed at central points and in the offices where attendants may be notified by alarm of the trouble, provide instructions and an automatic posting of officers at strategic points.

Police headquarters itself may be the point of attack. An attempt may be made to liberate prisoners, or to take custody of them for the purpose of lynching. There is also the danger that a mob may attempt to take possession of police facilities. Police buildings should be designed to withstand attack, and plans should be developed for assignments and operations in the event of attack.

The importance of preparing in advance for all emergency situations cannot be overemphasized. During the emergency there is no time to develop elaborate plans of action. The police are under a heavy stress and should be ready for immediate action. The most intelligent plan is the one which is prepared in advance on the basis of study and investigation of records and all other sources of information.

Appendix A

UNIFORM CLASSIFICATION OF CASES

PART I CASES¹

1. CRIMINAL HOMICIDE
 - a. Murder and non-negligent manslaughter
 - b. Manslaughter by negligence
2. RAPE²
 - a. Forcible
 - b. Statutory
3. ROBBERY
 - a. Highway
 - b. Commercial house
 - c. Oil station
 - d. Chain store
 - e. Residence
 - f. Bank
 - g. Miscellaneous
4. AGGRAVATED ASSAULT
5. BURGLARY—BREAKING OR ENTERING
 - a. Residence (dwelling; apartment; hotel; etc.)
 1. Committed during night
 2. Committed during day
 - b. Nonresidence (store; office; etc.)
 1. Committed during night
 2. Committed during day
6. LARCENY—THEFT
 - a. Pocket-picking
 - b. Purse-snatching
 - c. Shoplifting
 - d. Theft from autos (auto accessories excluded)
 - e. Auto accessories
 - f. Bicycles
 - g. All other
 1. Apartment or hotel
 2. Dwelling
 3. Store, office, or warehouse (shoplifting excluded)

¹See Table 45, *Uniform Crime Reports* (Federal Bureau of Investigation, 1941), Vol. XII, No. 2, p. 86.

²For purposes of local information it is desirable to subdivide rape into two classes: forcible and statutory. See *Uniform Crime Reporting, op. cit.*, Sec. 207.

- 4. Public building
 - 5. Yard
 - 6. Livestock (regardless of where stolen)
 - 7. Short change
 - 8. Miscellaneous
7. AUTO THEFT
- a. Joy riding
 - b. All other

PART II CASES¹

8. OTHER ASSAULTS
9. FORGERY AND COUNTERFEITING
- a. Forgery (except checks)
 - b. Counterfeiting
 - c. Checks (forged or fictitious)⁴
10. EMBEZZLEMENT AND FRAUD
- a. Embezzlement; conversion
 - b. Confidence games
 - c. Checks (not sufficient funds or no account)
 - d. Other frauds
11. STOLEN PROPERTY (buying, receiving, possessing)
12. WEAPONS (carrying, possessing, etc.)
13. PROSTITUTION (commercialized vice)
14. SEX OFFENSES (except rape and prostitution)
- a. Indecent exposure
 - b. Abnormal sex relations (buggery; sodomy; crime against nature)
 - c. Indecent liberties
 - d. Miscellaneous (all other)
15. OFFENSES AGAINST FAMILY AND CHILDREN
16. NARCOTIC DRUG LAWS
17. LIQUOR LAWS
18. DRUNKENNESS
19. DISORDERLY CONDUCT
20. VAGRANCY
- a. Begging
 - b. Miscellaneous—male
 - c. Miscellaneous—female

¹Derived from *Uniform Crime Reporting, op. cit.*, Sec. 36.

⁴The relatively large number of bad check cases justifies a separate classification for checks used fraudulently, whether forged, fictitious, not sufficient funds, or no account. The segregation of bad check offenses between Classes 9 and 10 seems artificial, since it is based on facts less important to police investigations than that a check was used fraudulently. Further, it is sometimes difficult to distinguish between no account checks and fictitious checks. For the sake of uniformity, the present classification should be continued, however, until it is modified by the Federal Bureau of Investigation.

21. GAMBLING
 - a. Gambling
 - b. Running gambling game
 - c. Permitting gambling
 - d. Possession of gambling devices
22. DRIVING WHILE INTOXICATED
23. VIOLATION OF ROAD AND DRIVING LAWS (endangering public safety)
 - a. Speeding
 - b. Reckless driving
 - c. Signs and signals
 - d. Right of way
 - e. Other violations
24. PARKING VIOLATIONS
 - a. Overtime
 - b. Other illegal parking
25. OTHER VIOLATIONS OF TRAFFIC AND MOTOR VEHICLE LAWS
 - a. Hit and run—personal injury
 - b. Hit and run—property damage
 - c. All other
26. OTHER OFFENSES (not classified above)
 - a. Arson
 - b. Blackmail; extortion; kidnapping
 - c. Burglary tools (possession, etc.)
 - d. Escape from jail
 - e. Malicious mischief (damage to property)
 - f. Obscene literature, pictures, etc. (possession, etc.)
 - g. Parole violation
 - h. Public nuisances
 - i. Subversive activities, criminal syndicalism, sabotage
 - j. Trespass
 - k. Miscellaneous (not otherwise classified)
27. SUSPICION

PART III CASES (LOST AND FOUND)

28. LOST
 - a. Persons
 - b. Animals
 - c. Property
29. FOUND
 - a. Persons
 - b. Animals
 - c. Property

PART IV CASES (CASUALTIES)⁵

30. FATAL MOTOR VEHICLE TRAFFIC ACCIDENTS
 - a. Collision with pedestrian

⁵*Manual of Motor Vehicle Accidents—Definitions* (Washington: U. S. Bureau of the Census, 1942).

- b. Collision with another motor vehicle
 - c. Collision with railroad train
 - d. Collision with street car
 - e. Collision with animal-drawn vehicle
 - f. Collision with bicycle
 - g. Collision with animal
 - h. Collision with fixed object
 - i. Noncollision; overturned on roadway
 - j. Noncollision; ran off roadway
 - k. Other noncollision
 - l. Miscellaneous
31. PERSONAL INJURY MOTOR VEHICLE TRAFFIC ACCIDENTS
[Use same subdivisions as appear under Item 30.]
32. PROPERTY DAMAGE MOTOR VEHICLE TRAFFIC ACCIDENTS
[Use same subdivisions as appear under Item 30.]
33. OTHER TRAFFIC ACCIDENTS (except motor vehicle)
- a. Railroad accidents
 - b. Street car accidents
 - c. Other traffic accidents
34. PUBLIC ACCIDENTS (except firearms and dog bite)
- a. Drownings
 - b. Falls
 - c. Burns, conflagrations, explosions
 - d. Motor vehicle non-traffic
 - e. Other vehicular non-traffic
 - f. Other types
35. HOME ACCIDENTS (except firearms and dog bite)
- a. Falls
 - b. Burns, scalds, conflagrations, explosions
 - c. Poisonous gas
 - d. Mechanical suffocation
 - e. Poison (except gas)
 - f. Motor vehicle
 - g. Cut or scratch
 - h. Other types
36. OCCUPATIONAL ACCIDENTS (except traffic and other public, firearms, and dog bite)
- a. Handling objects
 - b. Falls
 - c. Machinery
 - d. Motor vehicles
 - e. Other vehicles
 - f. Falling objects
 - g. Using hand tools
 - h. Burns, conflagrations, explosions
 - i. Other types

- 37. FIREARM ACCIDENTS (not suicide)
 - a. Home
 - b. Occupational
 - c. Public
- 38. DOG BITES
 - a. Home
 - b. Occupational
 - c. Public
- 39. SUICIDES
- 40. SUICIDE ATTEMPTS
- 41. SUDDEN DEATH AND BODIES FOUND
- 42. SICK CARED FOR
- 43. MENTAL CASES

PART V CASES (MISCELLANEOUS)

- 44. MISCELLANEOUS OFFICERS
- 45. MISCELLANEOUS PUBLIC
- 46. SPECIAL ORDERS
- 47. GENERAL ORDERS
- 48. RULES AND REGULATIONS

DESCRIPTIONS OF CLASSIFICATIONS⁶PART I CASES⁷

1. CRIMINAL HOMICIDE. (a) Murder and non-negligent manslaughter includes all willful killings except those caused by negligence. It does not include assaults to kill, suicides, or accidental deaths. Justifiable homicides are recorded and marked UNFOUNDED. (b) Manslaughter by negligence includes any death which was primarily attributable to culpable negligence on the part of some individual other than the victim. In cases of traffic fatalities, the decision should be based on the facts disclosed by the police investigation rather than the findings of some judicial body.

2. RAPE. Includes forcible rape, statutory rape, assaults to rape, and attempts to rape.

3. ROBBERY. Includes taking anything of value from the person in the presence of the victim by force or violence or by putting in fear, such as highway robbery, stick-ups, armed robbery. Includes assaults to rob and attempts to rob.

4. AGGRAVATED ASSAULT. Includes assault with intent to kill; assault by shooting, cutting, stabbing, maiming, poisoning, scalding, or by use of acids. Does not include simple assault, assault, and battery, or fighting.

⁶The Part I and II descriptions, with slight modifications, are from *Uniform Crime Reports, op. cit.*, pp. 127-28. Part IV descriptions are from *Manual of Motor Vehicle Accidents—Definitions* (Washington: U. S. Bureau of the Census, 1942).

⁷All attempts to commit a crime are recorded as though the intended crime had, in fact, been successfully accomplished except for attempted homicide which is recorded as assault.

5. **BURGLARY—BREAKING OR ENTERING.** Includes burglary, housebreaking, safecracking, or any unlawful entry to commit a felony or theft. Includes attempted burglary and assault to commit a burglary. Burglary followed by a larceny is entered here and is not counted again under larceny.

6. **LARCENY—THEFT** (except auto theft). Includes pocket-picking, purse-snatching, shoplifting, or any stealing of property or thing of value which is not taken by force and violence or by fraud. Does not include embezzlement, "con" games, forgery, or passing worthless checks.

7. **AUTO THEFT.** Includes all cases where a motor vehicle is stolen or driven away and abandoned, including the so-called "joy-riding" thefts. Does not include taking for temporary use when actually returned by the taker, or unauthorized use by those having lawful access to the vehicle.

PART II CASES

8. **OTHER ASSAULTS.** Includes all assaults which are not of an aggravated nature: simple assault; assault and battery; pointing a gun in jest; injury caused by culpable negligence; intimidation; coercion; resisting or obstructing an officer; hazing; wife-beating; drawing a dangerous weapon.

9. **FORGERY AND COUNTERFEITING.** Includes offenses dealing with the making, altering, uttering, or possessing, with intent to defraud, anything false which is made to appear true: altering or forging public and other records; making, altering, forging, or counterfeiting bills, notes, drafts, tickets, checks, etc.; forging wills, deeds, notes, bonds, seals, trade-marks, etc.; counterfeiting coins, plates, bank notes, checks, etc.; possessing or uttering forged or counterfeited instruments; erasures; signing the name of another or fictitious person with intent to defraud; possession, manufacture, etc., of counterfeiting apparatus; using forged labels; selling goods with altered, forged, or counterfeited trade-marks.

10. **EMBEZZLEMENT AND FRAUD.** Includes all offenses of fraudulent conversion, embezzlement, and obtaining money or property by false tokens or pretenses; embezzlement; fraud; confidence games; fraudulent conversion, appropriation, conveyance, entries, accounts, registration, use of trade-marks or emblems, misbranding, etc.; false personation, pretense, statement, document, representation, claims, evidence, etc.; gross fraud, cheat, or swindle; check frauds, drawing checks without funds, etc.; fraudulent use of telegraph or telephone messages; insurance frauds; use of false weights and measures; false advertising.

11. **STOLEN PROPERTY: BUYING, RECEIVING, POSSESSING.** Includes buying, receiving, and possessing stolen property.

12. **WEAPONS: CARRYING, POSSESSING, ETC.** Includes all violations of statutes or regulations controlling the carrying, using, possessing, furnishing, selling, and manufacturing of deadly weapons or silencers.

13. **PROSTITUTION AND COMMERCIALIZED VICE.** Includes sex offenses of a commercialized nature, such as prostitution, keeping bawdy house, procuring, transporting, or detaining women for immoral purposes.

14. **SEX OFFENSES** (except rape, prostitution, and commercialized vice). Includes offenses against chastity, common decency, and morals: adultery and fornication; buggery; incest; indecent exposure; indecent liberties; intercourse with an insane, epileptic, or venereally diseased person; seduction; sodomy or crime against nature.

15. **OFFENSES AGAINST THE FAMILY AND CHILDREN.** Includes offenses of nonsupport, neglect, desertion, or abuse of family and children; desertion, abandonment, or nonsupport of wife or child; neglect or abuse of child; non-payment of alimony.

16. **NARCOTIC DRUG LAWS.** Includes offenses relating to narcotic drugs, such as unlawful possession, sale, or use.

17. **LIQUOR LAWS.** With the exception of Drunkenness (Class 18) and Driving While Intoxicated (Class 22), liquor law violations, state or local, are placed in this class.

18. **DRUNKENNESS.** Includes all offenses of drunkenness or intoxication except driving while intoxicated.

19. **DISORDERLY CONDUCT.** Includes all charges of committing a breach of the peace.

20. **VAGRANCY.** Includes such offenses as vagabondage; begging; loitering.

21. **GAMBLING.** Includes offenses of promoting, permitting, or engaging in gambling: keeping gaming devices; common gamblers; owning gambling resorts; frequenting gambling resorts; lotteries and policy rackets; gambling in any manner.

22. **DRIVING WHILE INTOXICATED.** Includes driving or operating any motor vehicle or common carrier while drunk or under the influence of liquors or narcotics.

23. **VIOLATION OF ROAD AND DRIVING LAWS.** Includes violations of regulations with respect to the proper handling of a motor vehicle to prevent accidents: failure to give right of way; failure to obey traffic signals; failure to signal; failure to keep in proper traffic lane; improper speed; reckless driving; operating with unsafe equipment.

24. **PARKING VIOLATIONS.** Includes violations of parking ordinances.

25. **OTHER VIOLATIONS OF TRAFFIC AND MOTOR VEHICLE LAWS.** Includes violations of state laws and municipal ordinances with regard to traffic and motor vehicles not otherwise provided for in Classes 22-24: failure to secure proper license for car or for driving; leaving scene of accident; failure to report accidents; lack of title; obscured or defective markers; misrepresentation respecting ownership or license.

26. **ALL OTHER OFFENSES.** Includes all state or local offenses for which no provision has been made in Classes 1-25: abduction and compelling to marry; abortion; admitting minors to improper places; arson; assisting another in the commission of self-murder; bastardy and concealing death of a bastard; bigamy and polygamy; blackmail and extortion; breaking or entering other than with intent to commit a felony or any larceny; bribery; combina-

tion in restraint of trade; trusts; monopolies; conspiracy; contempt of court; criminal anarchism; criminal syndicalism; discrimination; unfair competition; displaying red or black flag; forcible entry or detainer; kidnapping; malicious mischief and injury to property; marriage within prohibited degrees; miscegenation; offenses contributing to juvenile delinquency (except as provided for in Classes 1 to 25 inclusive) such as employment of children in immoral vocations or practices, admitting minors to improper places, etc.; perjury and subornation of perjury; possession, repair, manufacture, etc., of burglar's tools; possession, sale, etc., of adulterated drugs (non-narcotic); possession or sale of obscene literature, pictures, etc.; public nuisances; riot and rout; trespass; unauthorized use of motor vehicles, animals, etc.; unlawfully bringing weapons into prisons or hospitals; unlawfully bringing drugs or liquor into state prisons, hospitals, etc.; furnishing to convicts; unlawful disinterment of the dead and violation of sepulchre; unlawful use, possession, etc., of explosives; violations of state regulatory laws and municipal ordinances (this does not include those offenses or regulations which belong in the above classes); violation of quarantine; all offenses not otherwise classified.

27. **SUSPICION.** While "suspicion" is not an offense, it is the ground for many arrests in those jurisdictions where the law permits. After examination by the police, the prisoner is either formally charged or released. Those formally charged are entered in one of the above offense classes. This class is limited to "suspicion" arrests which are released by the police and to reports regarding suspicious persons which do not result in an arrest.

PART III CASES (LOST AND FOUND)

28 and 29. Lost persons, animals, and property are sometimes found, frequently before the loss is reported. The incident is recorded as **LOST** or **FOUND** according to the fact which is first *reported* to the police. If the *loss* is reported, it is recorded as **LOST**, even though it may have been found immediately. If the *finding* of something which has been lost is reported before it is reported as having been lost, it is recorded as **FOUND**.

PART IV CASES (CASUALTIES)

Classifications 30, 31, and 32 relate to motor vehicle traffic accidents, classification 33 relates to traffic accidents in which motor vehicles are not involved, and classifications 34d, 35f, and 36d relate to motor vehicle accidents which are not traffic accidents. An accident must be both a motor vehicle accident and a traffic accident to be a motor vehicle traffic accident. An understanding of the distinctions involved necessitates careful definitions.

MOTOR VEHICLE

A motor vehicle is any vehicle which is self-propelled, and any vehicle which is propelled by electric power obtained from overhead trolley wires, but not operated on rails. A vehicle is any device in, upon, or by which any person or property is or, may be transported or drawn upon a highway, except devices moved by human power or used exclusively on stationary rails or tracks.

A TRAFFIC WAY

A traffic way is the entire width between property lines of every way or place of whatever nature, when any part thereof is open to the use of the public, as a matter of right or custom for purposes of vehicular traffic. A roadway is that portion of a traffic way improved, designed, or ordinarily used for vehicular traffic.

TRAFFIC ACCIDENTS

A vehicle is considered to be on the traffic way until it is completely off. A motor vehicle accident occurring on a driveway of a private home, in an industrial yard, on a race track, in a field, on the ice of a lake, or at any other location not defined as a traffic way, is classified as a motor vehicle non-traffic accident. (May be either 34d, 35f, or 36d.)

MOTOR VEHICLE ACCIDENTS

A motor vehicle accident is any accident involving a motor vehicle in motion which results in death, injury, or property damage.

Fall from motor vehicle. A fall from a motor vehicle (no collision) is classified as a motor vehicle accident if the motor vehicle was in motion.

Object falling from a motor vehicle. If injury or damage results from an object falling from a motor vehicle in motion, the accident is classified as a motor vehicle accident.

Injury within vehicle. If an occupant of a motor vehicle is injured by being thrown against some part of the vehicle by an unusual movement of the vehicle or is otherwise injured while occupying the vehicle for purposes of travel, the accident is classified as a motor vehicle accident.

Pedestrians indirectly injured. An accident is classified as a motor vehicle accident if a pedestrian is injured as the result of his clothes catching on a moving motor vehicle, or by becoming entangled in a rope dragging behind a motor vehicle, or when struck by an overhanging load on a vehicle, or, if through physical contact with a motor vehicle he is crushed against a wall, forced over a cliff, or thrown against or under a conveyance. Also if a pedestrian is struck by a non-motor vehicle, and is thrown under the wheels of a motor vehicle, the accident is classified as a motor vehicle accident. However, if a pedestrian is injured while dodging or otherwise avoiding a motor vehicle, but is not touched by the motor vehicle, the pedestrian injury is not classified as a motor vehicle accident.

Pushing or hitching on a vehicle. An accident resulting from hitching on a vehicle by either a cyclist or other person is classified as a motor vehicle accident, regardless of whether the injury or damage resulted from a fall from the vehicle, or under the vehicle, or as the result of momentum acquired. Injury or damage resulting from a motor vehicle being intentionally pushed or pulled by another vehicle is classified as a motor vehicle accident.

Mechanical failure and fire. Breakage of any part or fire in any part of a motor vehicle while in motion which results in injury, or damage to cargo or property other than the vehicle, or extended damage to the vehicle itself, is a motor vehicle accident.

Repairs. An accident arising solely from an effort to repair, service, or inspect a standing vehicle is not classified as a motor vehicle accident.

Flying or falling objects. If damage to a motor vehicle or injury to its occupants is caused by flying or falling objects not set in motion by their own or another motor vehicle, the accident shall not be classified as a motor vehicle accident. However, if the object is set in motion by his own or another motor vehicle, even though no additional damage or injury results, the injury is classified as a motor vehicle accident.

MOTOR VEHICLE DEATHS, INJURY, AND PROPERTY DAMAGE

Motor vehicle accidents are classified as fatal, non-fatal injury, or property damage, in accordance with the most serious result of the accident.

Motor vehicle injury. A motor vehicle injury is an injury of a physical nature received in a motor vehicle accident and resulting in death or the need of first aid, or attention by a doctor of medicine.

Motor vehicle death. A death is classified as a motor vehicle injury, as defined above. If a death certificate shows a motor vehicle injury as the only cause, and if death occurred within one year after the accident, it is classified as a motor vehicle death. If death occurs within six months after the accident, the general rule is to classify it as a motor vehicle death even though other causes may be stated.

Property damage. For general purposes, a property damage accident is an accident involving no deaths or personal injuries, but in which there was a total property damage to an apparent extent of \$25 or more. The laws in some states limit reporting to property damage accidents of \$50 or more, while in some cities the legal limit is \$10.

DETERMINING SUB-CLASSIFICATIONS OF CLASSES 30, 31, and 32

Classification determined by first event. Where a series of the events listed in Classes 30, 31 and 32 occur, altogether making up a single motor vehicle traffic accident, the accident should be classified in accordance with the first event.

Classify according to events on roadway. Motor vehicle accidents should be classified according to what happens on the traveled roadway, not what happens after the vehicle leaves the roadway.

30-32 a. **PEDESTRIAN.** Any person struck by a motor vehicle who was not at the time of injury riding in or on a motor vehicle, animal, or other vehicle, shall be classified as a pedestrian.

30-32 b. **COLLISION WITH ANOTHER VEHICLE.** This classification shall include any collision of one motor vehicle with another motor vehicle, including a collision with a motor vehicle in a proper parking location.

30-32 c. **COLLISIONS WITH A RAILROAD TRAIN.** A railroad train is any steam engine, electric or other motor, with or without cars coupled thereto, operating upon rails, except street cars.

30-32 d. **COLLISION WITH A STREET CAR.** A street car is any car other than a railroad train, for transporting persons or property, and operated upon rails, principally in a municipality.

30-32 e. **COLLISION WITH AN ANIMAL DRAWN VEHICLE.** An animal drawn vehicle is any vehicle whose motive power is furnished by horses, mules, oxen, or any other animal, and all collisions between motor vehicles and carriages, wagons, farm instruments, etc., should be classified in this class.

30-32 f. **COLLISION WITH A BICYCLE.** A bicycle is any device propelled by human power upon which any person may ride, having two tandem wheels over 20 inches in diameter, with tires inflated.

30-32 g. **COLLISION WITH AN ANIMAL.** Collision of a motor vehicle with any animal, whether ridden, herded or unattended shall be classified as a collision with an animal.

30-32 h. **FIXED OBJECTS.** Collisions between motor vehicles and fixed objects shall include accidents where a motor vehicle strikes an object which was "on the traveled way" within the limitations of the term roadway. Collisions of a motor vehicle with a fixed object which is on the public right of way, but not on or immediately adjacent to the roadway, does not constitute a fixed object collision, but is classified in accordance with the event or events which occurred on the roadway.

30-32 i. **NONCOLLISION, OVERTURNED ON ROADWAY.** This classification applies only to accidents where there was no preceding collision.

30-32 j. **NONCOLLISION, RAN OFF ROADWAY.** This classification applies only to instances where the car runs off the roadway without any preceding collision.

30-32 k. **OTHER NONCOLLISION.** This classification includes the following occurrences: occupants falling from vehicles; injuries within the vehicle; and any other noncollision accident not included in the two groups above.

30-32 l. **MISCELLANEOUS.** This classification should be used only if it is impossible to classify a collision accident in one of the foregoing types.

33. **OTHER TRAFFIC ACCIDENTS.** Included are accidents involving pedestrians or conveyances (except motor vehicles) that occur on a traffic way.

33 a. **RAILROAD ACCIDENTS.** All train accidents involving pedestrians and other conveyances (except motor vehicles) occurring on a traffic way.

33 b. **STREET CAR ACCIDENTS.** All street car accidents involving pedestrians and other conveyances (except motor vehicles) occurring on a traffic way.

33 c. **OTHER TRAFFIC ACCIDENTS.** All other accidents (except those listed above) occurring on a traffic way, as for example, a bicyclist striking a pedestrian.

34-38. **PUBLIC ACCIDENTS.** Public accidents are those which occur in a place other than a home or its grounds (35) or which occur as the result of a person engaging in his occupation (36). Firearms, traffic and dog bite accidents are excepted.

34-38. **HOME ACCIDENTS.** Home accidents include all casualties occurring in the home or on its grounds (except firearms, dog bites, or occupational).

34-38. **OCCUPATIONAL ACCIDENTS.** Occupational accidents include accidents to any person engaged in his occupation regardless of where the accident occurred.

39-40. SUICIDES. Includes all cases of death resulting from self-inflicted means, regardless of the method used or place of occurrence.

41. SUDDEN DEATH AND BODIES FOUND. Includes all cases of death by unknown or sudden causes or bodies found that are not classified as Criminal Homicide or under some other Part IV classification.

42. SICK CARED FOR. Includes all cases of illness in which the police assist in caring for or removing the sick person.

43. MENTAL CASES. Includes all cases reported or coming to the attention of the police of persons mentally unbalanced, either permanently or temporarily regardless of whether such persons are committed to an institution.

PART V CASES

44. MISCELLANEOUS OFFICERS. Reports originating with public agencies regardless of their character and whether located within or without the jurisdiction of the local police are classified as "Miscellaneous Officers" providing they do not relate to an offense or an incident which would fall within any one of the previous 43 classifications. Included are requests for information or any service requested by some other public agency. If the request can be fulfilled without the assignment of an officer to make an investigation outside of the police building, a case would not be made but the matter would be handled by correspondence. In the event the matter relates to an incident which would fall into any one of the previous 43 classifications, the case sheet is prepared with the heading of the classification involved. For example, if some outside agency requests information regarding a crime which had been committed in their jurisdiction, the case sheet would be headed according to the classification of that offense and designated "OUTSIDE." If, on the other hand, they request an investigation of someone on parole who is not a parole violator, the case card would be headed "Miscellaneous Officers."

45. MISCELLANEOUS PUBLIC. If the report originates with a citizen rather than a public office and (as under classification No. 44) no offense is involved nor any incident which would be classified in any one of the previous 43 classifications, it is listed as "Miscellaneous Public."

46. SPECIAL ORDERS. An order issued by the chief of police to cover some specific circumstance or situation not permanent or continuing in character. Special orders are issued in connection with assignments and special details intended to meet a temporary or changing situation.

47. GENERAL ORDERS. A permanent order issued by the chief of police not relating to a specific circumstance or situation. General orders relate to changes in organization, promotions, uniform regulations, reporting regulations, the assignment of duties to positions or rank.

48. RULES AND REGULATIONS. Any violation of department rules and regulations are recorded under this classification.

Appendix B

SUGGESTED CORRESPONDENCE INDEX

NOTE: If the subject matter is too general for a specific subdivision, file under next broader division.

100 GENERAL

110 COMMENT AND INVITATION

111 Commendation and congratulation

111.1 Official

111.2 Citizen

111.3 Outgoing

113 Complaints and suggestions

113.1 Official

113.2 Citizen

113.3 Outgoing

114 Invitations

114.1 Incoming

114.2 Outgoing

120 REQUESTS (*only if subject matter is not covered otherwise*)

121 Letters of request

121.1 Official

121.2 Citizen

121.3 Outgoing

122 Form letters (file all letters which are answered with a form¹)

123 Petitions

130 LETTERS OF COURTESY

131 Recommendations

131.1 Incoming

131.2 Outgoing

132 Introductions

132.1 Incoming

132.2 Outgoing

133 General courtesy

133.1 Incoming

133.2 Outgoing

140 MISCELLANEOUS LETTERS

141 Anonymous

142 Nut letters

150 ASSOCIATIONS

151 Law enforcement (miscellaneous)

¹A printed form may be used in denying requests for information which it is against the policy of the department to provide.

APPENDIX B

- 151.1 International Association of Chiefs of Police
- 151.2 International Association for Identification
- 151.3 State police association
- 151.4 State peace officers association
- 152 Fraternal
- 153 Civic
- 154 Religious
- 155 Educational
- 156 Charitable
- 157 Political
- 158 Reform
 - 158.1 Local
 - 158.2 Outside
- 160 **LEGAL**
 - 161 Attorneys; opinions; etc.
 - 162 Courts
 - 163 Criminal action
 - 164 Civil action; injunctions
 - 165 Legislation
 - 165.1 City
 - 165.2 State
 - 165.3 Federal
- 170 **PUBLIC EDUCATION AND PUBLICATIONS**
 - 171 Radio broadcasts
 - 172 Speeches
 - 173 Publications
- 180 **PERSONAL** (or subject matter not listed; file under initial of last name of writer or addressee)
 - 181 A to E inclusive
 - 182 F to J inclusive
 - 183 K to O inclusive
 - 184 P to T inclusive
 - 185 U to Z inclusive
- 190 **OFFICIAL LETTERS** (only if subject matter is not covered otherwise)
 - 191 City offices
 - 192 County offices
 - 193 State offices (miscellaneous)
 - 193.1 Motor vehicle commission (license listings)
 - 193.2 State patrol or police
 - 193.3 State penitentiary
 - 193.4 State reformatory
 - 194 U. S. department (miscellaneous)
 - 194.1 F.B.I.
 - 194.2 Secret Service
 - 194.3 Narcotic Service
 - 194.4 Post Office inspectors
 - 194.5 Immigration

200 ADMINISTRATION**210 RECRUITMENT**

- 211 Application
- 212 Examination
- 213 Appointment

220 POLICE TRAINING

- 221 Department training
- 225 State police school
- 226 Outside schools
- 227 Local university training

230 PERSONNEL (Equipment, see 770)

- 231 Illness; injuries; accidents
- 232 Insurance
- 233 Merit system; rating system
- 234 Personal problems; complaints; debts
- 235 Police relief fund; rewards
- 236 Retirement; pension; salaries

240 POLICE RECORDS

- 241 Complaint and arrest records
- 242 Traffic records
- 243 Identification records
- 244 Periodic summaries
- 245 Research

250 ORGANIZATION (Traffic, see 500)

- 251 Patrol division
- 252 Detective division
- 253 Vice division
- 254 Juvenile division
- 255 Jail division
- 256 Maintenance division

260 GENERAL ADMINISTRATION (Accounting and Budget, see 700)**270 PRISONERS****300 CRIME AND CRIMINALS****310 CRIMES AGAINST PERSON****320 CRIMES AGAINST PROPERTY**

- 321 Robbery
- 322 Burglary
- 323 Larceny (Auto theft, see 325)
- 324 Checks; fraud; con games
- 325 Auto theft and auto accessory theft

330 VICE**340 RACKETS****350 OTHER VIOLATIONS****360 EX-CONVICTS—PAROLEES—PROBATIONERS****370 IDENTIFICATION (see 243)****380 SUBVERSIVE ACTIVITIES**

- 400 CRIME PREVENTION AND SOCIAL SERVICE (Educational, see 170)
 - 410 PENOLOGY
 - 411 Penal treatment
 - 412 Probation
 - 413 Parole
 - 420 GROUP CRIME PREVENTION ACTIVITIES
 - 430 INDIVIDUAL TREATMENT
 - 440 PARTICIPATING AGENCIES
 - 450 CRIME SUPPRESSION
- 500 TRAFFIC (Legal, see 160; Education, see 170)
 - 510 DEVICES (supplies, equipment installation, maintenance, and use included)
 - 511 Signs
 - 512 Signals
 - 513 Street markings
 - 520 PROBLEMS (miscellaneous)
 - 521 Accident investigation
 - 522 Congestion
 - 523 Hazardous locations
 - 524 Parking and parking zones
 - 525 Speeding
 - 530 LOCAL SAFETY COUNCIL
 - 540 JUNIOR TRAFFIC PATROL
 - 550 NATIONAL SAFETY COUNCIL
 - 560 CITATIONS "FIXED"
 - 570 ENFORCEMENT
 - 571 Traffic tickets
 - 572 Traffic school
- 600 LABORATORY (supplies and equipment included)
 - 610 EVIDENCE (search, marking, preserving, transporting, etc.)
 - 620 EXAMINATION OF EVIDENCE (see 630)
 - 621 Animal
 - 622 Mineral
 - 623 Vegetable
 - 630 SPECIAL EXAMINATIONS (miscellaneous)
 - 631 Questioned documents
 - 632 Firearms
 - 640 REPRODUCTIONS (miscellaneous)
 - 641 Casts
 - 642 Photography (still and movie)
 - 643 Sound (wire tapping and microphones)
 - 650 PERSONAL TESTS (miscellaneous)
 - 651 Deception
 - 652 Drunk
 - 660 RESEARCH
 - 670 COMMUNITY RESOURCES

- 700 SUPPLIES AND EQUIPMENT—BUILDING AND GROUNDS—AC-
COUNTING AND THE BUDGET (Traffic, see 510)**
 - 710 ACCOUNTING**
 - 711 Budget**
 - 720 JAIL AND BUILDING**
 - 721 Supplies**
 - 722 Equipment**
 - 730 OFFICE**
 - 731 Supplies**
 - 732 Equipment**
 - 733 Furniture**
 - 740 MUNITIONS AND PROTECTIVE DEVICES**
 - 750 MOTOR EQUIPMENT (include garage equipment)**
 - 760 COMMUNICATION EQUIPMENT (telephone; radio; visual; sound)**
 - 770 PERSONNEL (uniforms; guns; handcuffs; etc.)**

Appendix C

RECORDS OPERATIONS

NOTE: The asterisk (*) indicates matters to be determined by department policy. The dagger (†) indicates an operation to be used only if local conditions make it necessary or desirable. The double dagger (§) indicates an operation not essential to the records system except if the form or procedure involved is used.

I. DESK DUTIES

- A. Prepare all case sheets immediately on receipt of information (Pages 41-57).
- B. Prepare record of arrest for each person arrested (Pages 89-93). Mark record of arrest "Held for Investigation" or "Held for Internment" and make any other booking changes when properly authorized (Pages 104-108).
- C. Prepare a prisoner's property receipt for each prisoner placed in jail from whom property is taken. Deliver original to prisoner. Place property in prisoner's property envelope and deposit in cabinet (Page 111).
- †D. Prepare a prisoner's personal property report whenever a prisoner has in his possession any property which bears a serial number, initial, or monogram. Forward it immediately to the records division (Page 113 and Operation V D).
- E. Prepare and maintain the daily bulletin, recording thereon a resume of each case, descriptions of property lost and stolen, property recovered, any additional pertinent information on a case, each arrest, and notes (Pages 57-59).
- F. Maintain a jail file, alphabetically arranging therein all records of arrest, commitments for prisoners serving a sentence, held for investigation forms†, and notice of internment forms‡ (Page 92).
- *G. Notify court clerk of changes in booking by preparing a notice to police court; notify by telephone if just before court time (Page 95).
- H. Release prisoners on proper authority, obtaining signature of officer to whom the prisoner is released. Forward record of arrest from jail file to records office (Page 92 and Operation I F).
- I. Give cash receipt in return for any cash turned in, listing according as it is a fine, bail, reward, etc. Maintain the cash book (Page 113).
- J. Deliver money from cash box to proper authority, receiving a receipt in each case (Page 114).
- †K. Maintain a bad-bondsman file.
- †L. Require an injured-prisoner report before sending any sick or injured prisoner to jail. In case a prisoner is injured or becomes sick while in jail, he shall be sent to a physician for examination, and shall not be allowed back in jail unless the injured prisoner's report is properly signed (Page 109).
- *M. Maintain summary of miscellaneous incidents (Page 137).

II. FINGERPRINTING AND PHOTOGRAPHING PRISONERS AND OTHERS
(Pages 125-130)

- A. Fingerprint all* prisoners coming under the provisions of state laws, making FOUR* sets of prints on each prisoner, except* those charged with a federal offense; in the latter case, TWO* additional sets shall be taken on F.B.I. cards. Only two classes of fingerprints will be taken: those with a photograph will bear a regular consecutive identification number; those without a photograph will be indicated by the last photograph (identification) number followed by the letter "D" and a number indicating whether it was the first, second, third, etc. consecutive set of fingerprints taken since the last photograph. Description cards shall be filled in at the time fingerprints are taken; the identification number shall be inserted at this time only if a photograph is taken (Pages 126-128).
- †B. Single fingerprints shall be taken of all* prisoners charged with robbery, burglary, grand larceny, auto theft, and carrying concealed weapons. Check with records clerk to determine if single fingerprints have been taken previously; if so, additional prints shall not be taken (Page 126).
- C. Photograph each* person charged with a felony, any larceny, or an act of sex degeneracy, known prostitutes, and those designated by a photograph order. Check with the records division to determine if a previous photograph has been taken. If a photograph has been taken more than five* years ago, or if it is a poor likeness of the subject, a new photograph should be taken and given the original number. Replace numbers in mug number rack as they were originally. If there is no previous photograph, take one after increasing the number in rack by one. After taking the photograph, leave the number in the rack (Pages 128-130).
- †D. Fingerprint all* applicants for licenses and permits, taking two sets of prints and making a description card for each (Page 127).

III. FINGERPRINT RECORDS (Pages 127-130)

- A. Classify each set of fingerprints found in fingerprints-to-be-classified drawer (Page 128).
- B. Search general alphabetical index file for name and all aliases appearing on local description card and on foreign fingerprint cards (Page 128).
- C. Search fingerprint file for possible identifications with classified fingerprints, including those of applicants (Operation II D). Stamp fingerprint card SEARCHED, enter in fingerprint ledger (Page 128) the names and identification numbers of those where an identification is not made with a local fingerprint card, insert identification number on the description card and replace in the drawer unless Operation III D is performed by the same officer. If the subject is wanted, proceed with Operation V E. Note all identifications (local and foreign) and the number of foreign fingerprints and photographs received on the monthly summary (Page 210). Note results of search on arrest record at counter, and place classified fingerprint cards in fingerprints-out-of-file drawer (Page 92).

- D. Obtain from the fingerprints-out-of-file drawer all fingerprint cards stamped SEARCHED but not INDEXED. Enter the classification on the description sheet (Page 128) and type¹ on the fingerprint cards (including the one for the F.B.I.) the information from the description sheet (Page 126). Type the fingerprint classification and description on the arrest index card (Form 47d) in the pending arrest index file (Page 187 and Operations VIII E and IX B), making separate cards for each newly discovered alias and nickname and placing them all in the pending file for Operation VI B. Stamp the fingerprint card and description sheet INDEXED. Place the fingerprint cards in the fingerprints-out-of-file drawer. (If a photograph is to be attached to the fingerprint card, the pasting is done at this point. Operation IV F.)
- E. Mail each day to the F.B.I. a copy of local fingerprints taken on F.B.I. cards, and* deliver any other fingerprints on F.B.I. cards to the federal agency interested in the case.
- F. File each day all fingerprint cards found in the fingerprints-out-of-file drawer which have been stamped SEARCHED and INDEXED.
- G. Upon receipt of F.B.I. criminal history sheet, type the local identification number in the upper right corner. On those sheets listing several individuals, all with no previous record, fill in F.B.I. no-record reports for filing in the criminal history file (Page 130).
- H. Deliver F.B.I. criminal history sheets showing arrests for liquor, gambling, and narcotics or commercialized vice offenses to the captain of the vice division. Upon their return from him, deliver these transcripts with all others to the captain of the detective division. (The sheets should be initialed by the divisions to which they are sent. Page 130).
- I. File F.B.I. criminal history sheets in the F.B.I. criminal history file, after Operations III G and H have been performed.
- ‡J. List name and identification number on single fingerprint cards and place in out-of-file drawer of single fingerprint file.
- ‡K. Classify single fingerprint cards and latents.
- L. File single fingerprint cards‡ and latents in single fingerprint file‡ and latent file, first making an effort to identify latents with fingerprints and fingerprints with latents. Report identifications to the captain of the records division, who shall verify and report them to the captain of the detective division. Record identifications on monthly summary card (Page 210).
- M. Paste a copy of latent fingerprints on a single fingerprint card and note the case number and crime classification on the card even though they are visible on the print (Page 128).

IV. MUG RECORDS (PHOTOGRAPHS OF PRISONERS) (Pages 128-130)

- A. Place all mugs in a photos-to-be-pasted drawer.
- B. Place two copies of each latent print (properly case-numbered) in the photos-to-be-pasted drawer.

*Auto or hectograph process may be used if a large number of fingerprints are taken of each subject.

- C. Place mug negatives in negative envelopes or folders showing the identification number and file in a mug negative file (Page 129).
- D. Write the case number on all other photographs on which it does not appear. Place the other negatives and all other photographs (including full-length and group photographs) in 5"x8" envelopes; record the case number and contents on the outside and file in the hook-up drawer.
- E. Trim "mug" photographs to 3"x5" (or 4"x6") * size on each subject.
- *F. Paste a mug on the back of a corresponding fingerprint card.
- *G. Cut a mug in two pieces, making each approximately 2½"x2¾". Paste the front view in the mug book in numerical order,* writing the name and crime under each. Paste the side view in a local crime mug book.* (This procedure will vary: a Kardex file may be used and both front and side views may be filed if desired. Page 130.)
- H. Back up extra mugs and file in the mug file (Page 129).
- *I. Paste a copy of latent fingerprints in the latent fingerprint book under the proper classification, writing in the case number even though it is visible on print (Page 128).

7. CHECKING RECORDS OF PRISONERS

- A. Upon receipt of a record of arrest from the jailer or booking officer, search the general index file, make proper notations of the results, and return the card (Page 92). If the prisoner is wanted, perform Operation V E. If the prisoner† has a permit or revocable license (Page 185), write an investigation report in duplicate giving the charge and arrest number. These reports (original and duplicate) are filed according to arrest number in the current arrest record file (Page 94), pending the performance of operation VI C.
- ‡B. Search the general index for each name listed on the daily county jail list. If the prisoner is wanted, proceed with Operation V E. Destroy the county jail list.
- ‡C. Search the general index for each name on the list of warrants issued and served by the office of sheriff or other agency charged with the service of state warrants. If the list shows that the person has been apprehended and a wanted card appears in the file, pull the wanted card and show on the list that this has been done. If the person has not been apprehended and a wanted card does not appear in the file, index and mark the name INDEXED.
- ‡D. Search the number and inscription files for all property listed on the prisoner's personal property report. If identification is made, write investigation reports in duplicate (1) on the case on which the arrest was made, and (2) on the case on which the property was originally reported lost or stolen; send the originals to the commanding officer at headquarters and the duplicates to the detective division (Pages 112-113).
- E. Whenever an identification of a prisoner (Operations III B, C, V, VI, or VIII) results in his being held, the jailer is immediately notified by phone, and an investigation report is written to the captain of detectives. When an identification is made on a wanted index card,

it is pulled from the file, the new case number is noted thereon, and it is filed in a dead file.

VI. ARREST AND DISPOSITION RECORDS

- A. Inspect each record of arrest to determine if it is properly executed and place it in chronological order in the record of arrest pending file² (Pages 92-94).
- B. Upon receipt of a disposition sheet, pull the corresponding arrest index card from the pending file (Operations III D and IX B), enter the disposition of the case thereon, and place with cards to be filed in the general index file. Upon receipt of a disposition sheet on a state or federal case, pull the name card from the general index file, enter the disposition, and place it with the other cards to be filed. Stamp the dispositions INDEXED to indicate accomplishment (Pages 94, 104, and 187).
- C. Enter on the record of arrest,² the disposition from the disposition sheets stamped INDEXED (Page 94). Check to see whether a report regarding a revocable license or permit was written at the time of the arrest (Operation V A). If it was, list the disposition on both copies and file the original report in the proper license file and forward the duplicate to the division having supervision of that license (Page 86, 186).
- D. Fill in an F.B.I. disposition record, initial the disposition sheets to show the accomplishment of this act, and place local disposition sheets in a file pending monthly tabulation (Page 208), after which they are placed in the hook-up drawer for filing with the case. Place the completed F.B.I. disposition record with fingerprints to be mailed to the F.B.I. (Page 94).

VII. JAIL RECORDS

- A. Transfer notations on all persons in jail from the previous jail sheet to the current sheet (Page 111).
- †B. Prior to each show-up, bring the records division jail sheet up to date by comparison with the jailer's copy. Check the jail sheet against the criminal history file. Attach the criminal history sheets on persons listed on the jail sheet, making notations ATTACHED or NO RECORD.
- †C. Attach the criminal history sheets to the court docket and check out to the court bailiff.
- D. File in the show-up file, criminal history sheets and the jail sheet received from the commanding officer after the show-up, checking to make sure all have been returned.

VIII. INDEXING (Pages 174-185)

- A. Obtain from the hook-up drawer all investigation reports, warrants, commitments, correspondence, case sheets, and other records to be filed with the case. Arrange in numerical order (Page 177).

²Records of arrest are not kept in the pending file for the purpose of entering the disposition, but for tabulating for the monthly report. (See Operation XVI F.) Consequently, in some cases it will be necessary to enter the disposition on a record of arrest which is bound in the permanent record of arrest file.

- B. Obtain cases which have not been indexed and hook up all material. Attach items in chronological order of writing. Note the number of each item attached to the case sheet in the upper left corner in colored pencil (Page 177).
- C. On cases indexed, read all reports and check to see that all names have been indexed. If not, slip the report on top of the case sheet under the paper clip and place in the cases-to-be-indexed drawer. If a report has been properly indexed, assign it an item number and attach it to the case. Make and file a follow-up index card on any report which justifies reopening a closed case (Page 178).
- D. Any investigation report, letter, or telegram addressed to a particular officer shall not be hooked up until initialed by him or by a properly authorized officer, unless the report indicates that a copy was sent to him. Whenever a photograph is received as material to be attached to a case, place it in a 5"x8" envelope bearing the case number and file with the case (Page 75).
- E. Index (Pages 179-185) on a white card each name (except those of officers of the department, witnesses, and prospective witnesses) that appears on each case sheet and investigation report which has not been previously indexed. In those cases where a colored card is used, it shall be in addition to the white card. Name cards on persons arrested are kept separate (Page 187 and Operations VI B and III D). The first name on the case sheet (the name appearing in the upper left space marked "Victim") is indexed in duplicate, the duplicate being the classification index card (Form 47b). The names of juvenile offenders are indexed in duplicate, the duplicate being kept separate for filing in the juvenile offender file (Pages 187 and 209). (If a location file[‡] is maintained, the name is indexed in triplicate, the third card being filed according to location.) Drivers involved in motor vehicle accidents and all persons arrested (booked) for violations of the traffic laws, including driving while under the influence of liquor, are indexed in duplicate, the copy being for the driver file. Index each injury and non-injury accident for the accident location file showing the date, case number, and type of accident. When indexing the name on a description card, include the description, fingerprint classification, identification number, and charge (and, if a location file is maintained, make the index card in duplicate). (Index the name of each place against which an injunction has been filed on a red card for the general index file.[‡]) Index reported raids for the raid file. Index persons who are wanted or who are on probation or parole on salmon colored* index cards. Index notices of revocation or suspension of driver's licenses in duplicate (for the driver file) on salmon colored* cards, giving date and period of suspension. Stamp each notice INDEXED and deliver it to the complaint clerk with instructions to note on the bulletin. Index lost and stolen articles, including autos, for the stolen property file. If a number, name, or monogram appears on any stolen or lost property, make a white number or inscription index card; if on found property, ownership of which has not been established, a salmon colored* card is used. Check each property

record against the index files before filing it, unless it is stamped **SEARCHED** (Page 177 and Operation VIII M). If any property is recovered, pull the corresponding index cards: stolen property; number; inscription; or stolen auto. Stamp the investigation report and the property record card **FILES CLEARED**. On the apprehension of a wanted person, pull the salmon colored* wanted index card and stamp the persons wanted card **FILES CLEARED** to indicate accomplishment. If names are misspelled, make corrections on the case sheet and on the index card. Additional losses, recoveries, and arrests (with the name of the officer who made the arrest or recovery) and case classification changes are noted on the classification index cards which are on file in the current classification index pending file. If the case is of some previous month, an auxiliary classification index is made and placed in this file (Pages 183 and 187). Underline each indexed name, article, number, and initial with colored pencil. Stamp each case sheet **INDEXED** and return cases to the cases-out-of-file drawer in numerical order. Keep index cards in separate groups according to the file for which they are intended. Secure each stack with rubber bands and place them in the index drawer (Page 185).

- F. Index in duplicate on salmon colored* cards all property record cards showing possession of an automobile. Forward the duplicate to the detective division and place the original in the index drawer for filing in the stolen car file. Index on salmon colored* cards all property records showing possession of firearms and bicycles. Place in the index drawer for filing in the number file (Pages 73, 190, and 193).
- ‡G. Index on salmon colored* cards the numbers and inscriptions appearing on bicycle or property registration cards for the number and inscription files and place registration cards in the index drawer to be filed in the alphabetical index (Pages 85 and 193).
- II. On the day pawn tickets are received, make a salmon colored* index card on each number or other inscription appearing on the article. Stamp the current year on the index card (Page 190). (The pawn tickets are then filed according to property classification, as described on pages 190-193. This file is usually maintained by the detective assigned to pawnshops. Page 136).
- I. Make wanted index cards on all* persons listed as wanted on foreign auto alarm cards.
- J. Make wanted index cards on all* persons listed as wanted on persons wanted reports bearing no case numbers (Page 184).
- K. Make wanted index cards on all* persons listed as wanted on felony charges and index all* numbers and other inscriptions on property listed as stolen on foreign circulars (Page 184).
- L. Place indexed foreign circulars on arch files in squad room and detective office (Pages 138 and 184).
- M. Search the stolen property number and inscription files for cards on found and personal property listed on all property records when they are taken from the receiving box. They are then stamped **SEARCHED** and are placed in the hook-up drawer.

IX. FILING INDEX CARDS (Pages 185-194)

Rules for filing the various kinds of index cards are outlined in Chapter 8. Identifications with cards in the file are sought. If identification is made with a wanted card, Operation V E is performed. If in Operations IX I, J, K, and L, identification is made between index cards on lost or stolen property, the cards are left in the file and the matter is reported in detail to the captain of detectives. In the event of any identification, a card containing a brief resume of the facts is placed in front of the follow-up file. (All of the following cards are 3"x5".)

Maintain and keep in working order the following files:

- A. General alphabetical index file. White cards on names including aliases and nicknames recorded in cases and on fingerprint cards; salmon colored* cards on persons wanted, persons on probation or parole, and persons whose driver's license has been suspended or revoked; green* cards on persons given licenses or permits subject to revocation; red* injunction index cards‡, printed bicycle and property registration cards‡; and blue* correspondence index cards (Page 186).
- B. Pending arrest index file. File alphabetically index cards on persons arrested, pending insertion of fingerprint classification, description, and police court disposition (Page 187).
- C. Juvenile offender file. File alphabetically duplicate index cards on juvenile offenders, pending disposition and compilation of monthly report (Pages 187 and 209).
- D. Driver file. Duplicate cards on drivers involved in accidents and booked for traffic violations including driving while under the influence of liquor or drugs; cards on traffic tickets or the tickets themselves; salmon colored* cards on drivers whose licenses have been suspended or revoked (Page 186).
- E. Current classification index file. A card on each case of the current month, and an auxiliary classification index card on each case made in a previous month on which during the current month change was made in the classification, or in the value of property reported lost or stolen, or property was recovered, or the case was cleared by arrest (Operation VIII E).
- F. Classification index file. After the monthly report is tabulated, file cards from the current classification index file, transferring the information from the auxiliary index cards to the original classification index cards previously filed (Pages 183 and 187).
- G. Accident location file. File by location, duplicate index card for each accident (Page 187).
- ‡H. General location file. File by location, triplicate of classification index card and duplicate of arrest index card (Page 188).
- I. Stolen property file. Cards on property reported lost or stolen (Page 190).
- J. Inscription file. Cards on property reported lost or stolen (local or foreign) which has identifying inscriptions; salmon colored* pawn ticket index cards on property similarly identifiable; salmon colored* cards made from property registration cards‡ (Page 193).

- K. Number file. Cards on property reported lost or stolen (local or foreign) which has identifying numbers; salmon colored* cards on pawn tickets bearing identifying numbers; on guns and bicycles in possession; and on bicycle and property registration cards‡ (Page 193).
- L. Stolen automobile and motorcycle file. Index cards containing motor and license numbers on auto and motorcycle theft cases (it is important that these cards be filed as soon as received from the complaint clerk); salmon colored* cards on automobiles or motorcycles in possession or on which inquiry has been received, to be filed on the day made; foreign alarm cards. (If an alarm card contains unindexed information on person wanted, leave for Operation VIII I. The year is stamped on the alarm cards before they are filed.)
- ‡M. Raid file. Arranged according to street name and number.

X. FILING OTHER RECORDS

File the following when properly initialed:

- A. The cases found in the cases-out-of-file drawer must be stamped INDEXED and bear the stamp of the follow-up officer. If a case is a report of a violation of rules and regulations, or if it is a general order promoting or demoting some officer, do not file until it bears the notation that entry has been made in the personnel file (Page 154).
- B. Officers' sick reports must be initialed by a designated* officer.³ File in the officers' sick report file and at the same time record the number of days sick or injured on the officers' sick summary card (Page 160).
- C. Department memos must be initialed by the captain of the records division.* Reports concerning a change of address or telephone must also be initialed by the dispatcher* and the personnel officer. Reports concerning personnel equipment must be initialed by the personnel officer (Pages 87, 154, 165, and 168).
- D. The sergeant's daily report (Pages 160-162), store reports, and weekly vehicle mileage reports (Page 166) are initialed by the captain of the patrol division.
- E. The daily vehicle report, mechanic's report, maintenance report, and radio report are initialed by the commanding officer in charge of maintenance* (Pages 165-171).
- F. Target practice, speech, and visitors' reports are initialed by the personnel officer (Pages 87 and 154).
- G. Dance hall reports are initialed by the captain of the juvenile division* (Page 87).
- H. Police relief fund reports are initialed by the captain of the patrol division* and chief of police* (Page 114).
- I. Daily vice division reports are initialed by the chief of police.
- J. Weekly traffic reports are initialed by the lieutenants, the captain of the patrol division,* and the chief of police* (Page 140).
- K. Monthly traffic reports are initialed by the lieutenants, the captain of the patrol division,* the captain of the traffic division,* and the chief of police.*

*Personnel officer, chief of police, secretary to chief of police, or captain of records.

- L. Special service reports. Determine whether the proper agency has been notified; if not, notify them of the condition checked, signifying such notification by initial. Place in the special service report file, under the name of the officer (Page 82).
 - M. Monthly summary of doors and windows found open and lights out over safes, and other monthly summaries kept for monthly report tabulations (Page 137 and Operation I M).
- XI. MAINTAINING MISCELLANEOUS FILES
- A. Clip from newspapers, magazines, or other publications all items pertaining to any event, person, or place in which the department is or may be interested.
 - B. Paste each item referring to a case on a 5"x8" card, or place in a 5"x8" envelope, properly labeled, and file in the hook-up drawer.
 - C. Send all other items to designated* offices.
 - D. Cut from newspapers all new ordinances relating to the police department, and paste on legal-size bond paper.
 - E. Index new ordinances, stamping them INDEXED.
 - F. Maintain an ordinance file, placing therein all new ordinances stamped INDEXED.
 - G. File ordinance index cards in an ordinance index file.
 - H. Each day except Saturday and Sunday pull from the store report file five* store reports for each beat of the day shift. List the address, beat number, and date on a reference sheet and place the store reports in the proper mailbox. When store reports have been checked and returned by officers, check reference sheet to determine if all have been returned and, if so, scratch information from the sheet. Place a paper clip on each store report checked and file in store report file. When all store reports have been checked, remove the paper clips and repeat the operation (Page 84).
- XII. HANDLING PROPERTY (Pages 68-75)
- A. Receive, when properly wrapped and labeled, all personal, found, confiscated, and recovered property which may come into the possession of the department, except* liquors, narcotics, bicycles, firearms, and evidence to be sent to the laboratory.
 - B. File automobile receipt cards and keep under lock and key. Seven days after the vehicle comes into the possession of the department, write an investigation report in duplicate to the follow-up officer. Place the original in the hook-up drawer and file the duplicate with the automobile receipt card. Repeat this procedure at seven-day intervals until proper disposition is made of the vehicle (Pages 72-75).
 - C. Store property in property or evidence vaults and release only on a written order on the property receipt from a commanding officer, detective secretary, or a detective assigned to the case, and bearing the signature of the person to receive it. The circumstances leading up to and justifying release are included on the property receipt. Receipt of the property shall be acknowledged by a second signature which is compared with the first before the property is finally released. Staple the property receipt to the property record on file in the case. Firearms coming under provisions of city ordinances shall be released

only on written approval of the chief of police.* Articles against which garnishment or replevin action has been brought shall not be released to anyone except the sheriff* at the time of service of the summons and then only on the written approval of the captain of the division which first came into possession of them. Evidence on any pending case shall not be released except on the written approval of the detective assigned to the case and the captain of the division which first came into possession of it (Pages 74-75).

- D. At irregular intervals make a list of all found and personal property, all evidence on cases disposed of, all confiscated property the destruction of which is not provided for by ordinance, and any other property that may have come into the possession of the police department on which it has been impossible to determine the identity or location of the owner, or that is not claimed within 30 days, and obtain the approval of the captain of the records division on same. Obtain the signature of the chief of police to a special order authorizing advertisement and sale at public auction.
- E. Arrange details of the auction, providing for the place, auctioneer, transfer of property, and so forth. Procedures shall be in accordance with ordinance provisions.
- F. Keep a complete record of the sales and the money received; pay the money into the city treasury. Attach to the special order the list as approved by the captain of the records division, a copy of the advertisement, the receipt for money turned in to the city treasurer, and all reports relating to sale.
- G. After selling property relating to a case, stamp the case sheet **SOLD AT PUBLIC AUCTION** and list on it the case number of the special order.
- H. At irregular intervals list all firearms or other contraband property coming into the possession of the department which come under provisions of city ordinances requiring their destruction. Obtain the signature of the chief of police to a special order directing destruction. After destruction, stamp **DESTROYED** and the special order number on the face of each case sheet recording the circumstances under which the department first came into possession of the article.
- I. Maintain the department property inventory file. Initial all reports showing that police equipment has been moved or has changed hands and place these reports in the records office receiving box (Pages 164-165).

XIII. SECRETARIAL DUTIES

- A. Open and sort all but strictly personal mail, delivering it to the respective offices and officers.
- B. Index and file all correspondence. The correspondence file classification number placed on correspondence serves as an indication that it has been indexed (Pages 171-172).
- C. Report those officers listed on the daily summary as off duty during the previous 24 hours, and the reason for their absence, to the municipal executive. Indicate performance by initialing the daily summary sheet (Page 203).

- D. Fill out a certificate of sickness after an officer has been absent from duty for 10* consecutive days, have it signed by the attending physician and chief of police, and deliver it to the city auditor.*
 - E. Keep the stationery and office supplies and maintain a record of supplies issued and supplies on hand. Obtain requisitions for additional supplies as needed.
 - F. When requests are made by mail for fingerprints and photographs, or for any information which the records division may have, obtain it, attach it to the request, and place in the drawer of the captain of the records division.*
 - G. Answer promptly all letters, telegrams, and communications sent to the records division which require an answer.
 - H. Maintain the personnel file, filling out a personnel card for each recruit, noting the equipment issued, the examination grades received at the time of appointment or later, any change in address, telephone number, or equipment, and violations of rules and regulations, termination of service, promotions, demotions, and so forth. Place reports bearing any of the above information in the records division receiving box after a notation of entry on the personnel card has been made (Pages 153-158).
 - I. Prepare the daily call sheet for the records division each day, listing thereon all records division officers (except those officers working the evening and night shifts). Note in the proper spaces time on duty and off duty. Obtain the approval of the captain of the records division and place in the complaint clerk's mailbox before 5:00 P.M., in order that absences may be noted on the daily summary the next morning (Page 159).
 - J. Issue all requisitions for material and labor, obtaining the signature of the chief of police (Page 163).
 - K. File in numerical order the department's copy of the purchase order bearing the price, after entering in the ledger. Stamp purchase order ENTERED.
 - L. Stamp RECEIVED on the copies of purchase orders on which the goods have been received.
 - M. Enter the amount appearing on the voucher (or other payment authorization) in the proper ledger accounts.
 - N. Make up the payroll sheet on or about the seventh* and twenty-second* of each month, obtain the signature of the chief of police, enter the payroll in the ledger accounts, and deliver it to office of city treasurer.
 - O. Type all correspondence for the records division.
 - P. Take and type confessions and statements from prisoners and witnesses whenever called upon to do so.
- XIV. GENERAL DUTIES (Any exceptions to Operations XIV D through J must be authorized by a commanding officer)
- A. Remove and distribute the contents of the receiving box each hour, delivering to the captain of the records division such reports as must be initialed by him, filing cases in the case-out-of-file drawer in numerical order, placing all hook-up material in the hook-up drawer,

and placing fingerprint cards stamped INDEXED in the fingerprints-out-of-file drawer and fingerprints not indexed in the fingerprints-to-be-classified drawer. Deliver communications for the correspondence file to the secretary of the chief of police (unless the correspondence file is kept in the records office). Place all other correspondence in the drawer of the captain of the records division.

- *B. Procure all warrants and court complaints* from the receiving box and determine if a case has been made on each. If not, deliver the warrant and complaint to the complaint clerk for preparation of a case. If the case has been made prior to receipt of the warrant and complaint, place the case number on the warrant and complaint and deliver the complaint to the complaint clerk requesting that it be run on the daily bulletin. Place warrants in the hook-up drawer. (The nature of this operation will depend on local court procedures. Pages 114-115.)
- C. Place the charge, address, and proper case number on commitments received, and forward them to the complaint clerk to be run on the bulletin. Make a follow-up card showing the case number, the date, and the officer assigned and place in front of the follow-up file (Pages 115-116).
- D. Answer all inquiries at information window, and deliver to the officers of the department any records which they may desire, using a record receipt on cases. Before giving information to a citizen, ascertain his name and whom he represents.
- *E. Information of any kind (except actual inspection of reports) shall be given regular officers of other police departments, the sheriff's office, the marshal's office, the county attorney, government agencies, judges of the city and district courts, and the press.
- *F. Only information from the general index file, the stolen property files, and on dispositions of cases should be given to insurance agencies, finance companies, credit associations, relief agencies, and business firms.
- *G. No information to individuals other than above shall be given except as follows:
 - 1. If an individual calls and asks if he is wanted and a wanted card is found on a misdemeanor, give him the charge on which he is wanted and advise him to get in touch with the officer handling the case.
 - 2. If the charge is a felony, switch the call to the captain of the detective division.
 - 3. If a wanted card is not in file, advise him that there is no record indicating that he is wanted.
- *H. Accidents. No information on accidents shall be given to anyone except members of the police department, the city attorney, and the clerk of the police court, except the following: names of drivers, injured persons, witnesses, officers, addresses, make and license numbers of cars, date, time, and location of accidents.
- *I. Files and reports of any kind shall not be given to anyone except members of the department, the judge and the clerk of the police court and the city attorney.

- J. Photographs shall be given only to regular peace officers. Photographs shall not be given to the press unless there are enough copies* on file so that each paper may secure one. If only one photograph is in the file, advise the press that the supply is exhausted and explain that additional copies are being printed. In such cases, telephone the laboratory and order copies made. Plate holders shall not be given to anyone, except a commanding officer or laboratory technician. Negatives are not to be released.

XV. THE FOLLOW-UP OPERATION (Pages 194-201)

- A. Inspect all cases, stamping all new case sheets in the space provided with the follow-up date stamp. Determine that all complaints are properly handled, that officers assigned have made a thorough investigation and have written reports giving correctly names, addresses, dates, and answers to the questions, "Who," "Why," "Where," "When," "What," and "How," and that the officers report a final interview with the complainant which states whether or not he is satisfied with the outcome. Determine that reporting regulations have been followed: that case items are numbered properly; and that names, numbers, initials, and addresses, which should be indexed or on which index cards should be pulled, are underlined or otherwise indicated. Make follow-up index cards on each case not closed and file them according to date, allowing sufficient time for the officer to investigate the case and make a report, but not so much time as to cause embarrassment to the department if the officer fails to handle it properly. Cases in which a known person is wanted shall not be closed until referred to the captain of detectives.
- B. Remove from the follow-up file index cards which fall due on the particular date and withdraw from the files all cases listed. Inspect these cases as above.
- C. If a case is closed, stamp the date in the space provided. On each case not closed make an index card (or insert a new date if the case has been previously inspected) and file in the follow-up file under the inspection date.
- D. If an officer in any way has failed to follow the provisions of the duty manual or the reporting regulations, check the discrepancy on an indicator and send it to his immediate superior officer. Note this action on the follow-up index. If the superior officer fails to handle the indicator properly or does not require proper action from his subordinate, an indicator shall be sent to his commanding officer, which procedure shall be continued, if necessary, until an indicator is sent to the chief of police.
- *E. Whenever a case carrying a police court warrant is closed because of inability to serve, report this fact to the clerk of the police court on an unserved warrant notice (notice to court clerk), in order that he may forward the complaint to be filed with the warrant in the case. Follow up on same. (This operation is omitted if all complaints are kept on file by the court clerk.)
- F. Reopen any closed case when an additional report is received on which it is desirable to follow up.

- G. Place on the desk of the chief of police⁴ all cases, reports, and other matters that are likely to be of interest to him. Include all cases where the officers apparently have failed to perform their duty properly, or have made an apparently false report, or where some complaint has been made or is likely to be made against an officer, as well as reports of guns discharged by officers or of injury to city or private property or to a citizen or a prisoner by an officer.
- *H. Letters over the signature of the police court judge shall be written to the state motor vehicle commissioner on the following cases: (1) conviction of driving while drunk or drugged; (2) hit and run driver; and (3) conviction of a felony in the commission of which a motor vehicle was used. The original letter shall be delivered to the court clerk and the duplicate shall be attached to the case. (This operation may be performed by the police court staff if stenographic services are available. Performance of this task by the police insures accomplishment.)
- XVI. STORING RECORDS
- A. Clear squad room files (except stolen car file) of old material once* each month (Page 138).
- B. On the first day of each month, bind, label, and file the original copies of the daily bulletin. Check carefully to determine that no sheets are missing and that they are in proper order (Page 57).
- C. On July first, bind and label the daily jail sheets contained in the live jail sheet file and, after checking the order and contents, file in the dead jail sheet file. At the end of the year, bind the entire year and place in storage (Page 111).
- D. At the end of each quarter, bind and label the contents of the daily summary sheet live file, check to determine that no sheets are missing and that they are in proper order, and file in a dead file. At the end of the year, bind the entire year and place in storage (Page 204).
- E. At the end of each year, bind and label the contents of the attendance and call sheet live file, check carefully to determine that none of the sheets are missing, that they are in proper order, and with the same side up, and place in storage (Page 159).
- F. After information has been obtained for the monthly report, check all records of arrest for the preceding month to determine that none are missing and that all dispositions are recorded. In instances of dispositions not recorded, check to determine if the case is still pending. If so, make a follow-up index card. Then bind and file the records of arrest for the preceding month.⁵
- G. Transfer cases from the case file into transfer cartons provided for this purpose whenever the top drawer of the case file is full. Check cases at the time of transfer, arranging clips symmetrically and reporting any missing cases to the captain of the records division (Page 79).

⁴In larger departments this operation may include the heads of divisions.

⁵It should be observed that this procedure follows up on the disposition until the record of arrest is filed permanently. From this point on, follow-up is taken over by the follow-up officer.

- H. On the first of each year, remove from the number and inscription files pawnshop index cards and from the stolen automobile file all foreign alarm cards bearing a date stamp more than one* year old.

XVII. PREPARATION OF SUMMARIES (Pages 202-212)

- A. Prepare a daily summary each morning before 7:00 A.M.
- B. Prepare a weekly motor vehicle mileage report. (This report is compiled from the daily car reports.) Forward this report to the captain of the patrol division.*
- C. Prepare a weekly report of two-way radio communications. (This report is compiled from the daily car reports.) Forward this report to the captain of the patrol division.*
- D. Prepare a weekly traffic report in duplicate for each detail on separate forms listing the names of the officers and the number of tickets and arrests made by each officer. (This report is compiled from traffic arrests and traffic tickets issued.) Forward these reports to the captains of the patrol and traffic divisions.
- E. On the first of each month, compile a National Safety Council monthly report of motor vehicle accidents, making a duplicate to be filed with the monthly report. Mail the original to the National Safety Council. This form is compiled from the motor vehicle accident classification index pending file.
- †F. On the first of each month, send a report to the state safety director.
- G. On the first of each month, compile on forms furnished by the F.B.I. the monthly return of offenses known to the police. Obtain the signature of the chief of police and mail.
- H. On or before the third of each month, compile in rough form the tables of the monthly report; file in monthly report pending file.
- I. On or before the third of each month, compile in rough form the monthly patrol report.
- J. On or before the fourth of each month, type as many copies as are required of each of the forms deposited in the monthly report pending file. When typed, refile in the same file.
- K. On or before the fourth of the month, make three* copies of the monthly patrol report.
- L. On or before the fourth of each month type the letter of transmittal for the monthly report, obtain from the monthly report pending file all monthly report tables, staple them together, obtain the signature of the chief of police, and deliver the original to the administrative head of the city.* Place one copy on the desk of the chief of police and the others in records office receiving box.
- M. On or before the fifth of January of each year, compile tables for the annual report in rough form to be placed in the monthly report pending file for typing or mimeographing.
- N. On or before the tenth* of January of each year, type the transmittal letter, bind tables contained in the monthly report pending file, obtain the signature of the chief of police on the original, and deliver the annual report to the administrative head of the city.* Place a copy in the office of the chief of police and send one copy to the F.B.I. Deliver such other copies as the chief of police may direct.

Appendix D

MONTHLY REPORT TABLES

TABLE 1
SUMMARY TABLE¹ (8½"x11")

TABLES 2 AND 5	NUMBER REPORTED	ACTUAL NUMBER			LOCAL CLEARED BY ARREST					
		This Month	This Year	Last Year	This Month		This Year		Last Year	
					No.	Per Cent	No.	Per Cent	No.	Per Cent
TOTAL PART I CRIMES										
FORG. & COUNT., EMB. & FRAUD										

TABLE 3	STOLEN			RECOVERED			PER CENT RECOVERED		
	This Month	This Year	Last Year	This Month	This Year	Last Year	This Month	This Year	Last Year
NO. OF AUTOMOBILES									
NO. OF BICYCLES									
VALUE OF OTHER PROPERTY									

(ARRESTS—LOCAL CASES) TABLE 7	NUMBER ARRESTED		CASES DISPOSED OF		PER CENT CONVICTED	
	This Year	Last Year	This Year	Last Year	This Year	Last Year
STATE COURT						
FEDERAL COURT						
POLICE COURT						
MOVING TRAF. VIOL. (CITED)						
PARKING VIOLATIONS (CITED)						

TABLE 9		FATAL		INJURY		NON-INJURY		TOTAL		HIT AND RUN			
		This Year	Last Year	This Year	Last Year	This Year	Last Year	This Year	Last Year	Number		% Cleared	
										T. Yr.	L. Yr.	T. Yr.	L. Yr.
MOTOR VEHICLE ACCIDENTS													
TABLE 11		NUMBER INVOLVED		PER CENT ARRESTED		PER CENT CONVICTED							
		This Year	Last Year	This Year	Last Year	This Year	Last Year	This Year	Last Year				
ACCIDENT DRIVERS													
TABLES 16 AND 18		% REFERRED TO JUV. COURT		JUVENILE CRIME INDEX		NUMBER OF REPEATERS							
		This Year	Last Year	This Year	Last Year	This Year	Last Year	This Year	Last Year				
JUVENILE OFFENDERS													
TABLE 24		LATENTS		AUTO FILE		PROPERTY FILE		NUMBER FILE		INSCRIPTION		GENERAL INDEX	
		This Year	Last Year	This Year	Last Year	This Year	Last Year	This Year	Last Year	This Year	Last Year	This Year	Last Year
IDENTIFICATIONS													
TABLE 23		NUMBER OF SUBJECTS				GUILTY REACTIONS				NUMBER CONFESSED			
		This Mo.	This Year	Last Year		This Mo.	This Year	Last Year		This Mo.	This Year	Last Year	
POLYGRAPH													
TABLES 2, 5, 6 AND 9		PART II		PART III		PART I TO V INC.							
		This Year	Last Year	This Year	Last Year	This Year	Last Year	This Year	Last Year				
TOTAL NUMBERED CASES													

NOTE: All tables in this section are 8 1/2"x11"; the headings "This Year" and "Last Year" mean "This Year to Date" and "Last Year to Date."

MONTHLY REPORT TABLES

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TABLE 3
VALUE OF PROPERTY LOST OR STOLEN AND RECOVERED
(Autos Not Included)

	THIS MONTH	THIS YEAR	LAST YEAR
Total Lost or Stolen			
Total Recovered			
(a) By Identification Cards			
(b) By Local Police			
(c) By Other Jurisdictions			
(d) Otherwise			
Per Cent Recovered			
Recovered for Other Jurisdictions			

VALUE ACCORDING TO TYPE OF PROPERTY STOLEN

TYPE OF PROPERTY	THIS MONTH		THIS YEAR	
	STOLEN	RECOVERED	STOLEN	RECOVERED
(a) Currency, Notes, etc.				
(b) Jewelry, Precious Metals				
(c) Furs				
(d) Clothing				
(e) Silks and Other Textiles				
(f) Objects of Art				
(g) Other				

NUMBER OF AUTO THEFTS AND RECOVERIES

	THIS MONTH	THIS YEAR	LAST YEAR
Stolen in City			
Recovered (Stolen in City)			
Total Recoveries			
(a) By Auto Theft Detail			
(b) By Other Police Officers			
(c) By Other Jurisdictions			
(d) Otherwise			
Per Cent of Local Stolen Autos			
Recovered			
Recovered for Other Jurisdictions			

NUMBER OF BICYCLE THEFTS AND RECOVERIES

	THIS MONTH	THIS YEAR	LAST YEAR
Stolen in City			
Recovered (Stolen in City)			
Total Recoveries			
(a) By Bicycle Detail			
(b) By Other Officers			
(c) Otherwise			
Per Cent of Local Stolen Bicycles			
Recovered			
Recovered for Other Jurisdictions			

APPENDIX D

TABLE 4
VALUE OF PROPERTY STOLEN AND RECOVERED
According to type of crime

	THIS MONTH		THIS YEAR		LAST YEAR	
	Loss	Recovery	Loss	Recovery	Loss	Recovery
3. ROBBERY TOTAL						
Highway						
Commercial house						
Oil station						
Chain store						
Residence						
Bank						
5. BURGLARY TOTAL						
Residence						
Nonresidence						
6. LARCENY TOTAL						
Bicycle						
Auto accessories						
From auto						
Shoplifting						
Purse-snatching						
Pick-pocketing						
All other						
7. AUTO THEFT						
Joy riding						
All other						
GRAND TOTAL						

ROBBERIES, BURGLARIES, AND LARCENIES

According to value of property stolen

	TOTAL		OVER \$50		\$5 TO \$50		UNDER \$5	
	No.	Value	No.	Value	No.	Value	No.	Value
3. ROBBERY TOTAL								
Highway								
Commercial house								
Oil station								
Chain store								
Residence								
Bank								
5. BURGLARY TOTAL								
Residence								
Nonresidence								
6. LARCENY TOTAL								
Bicycle								
Auto accessories								
From auto								
Shoplifting								
Purse-snatching								
Pick-pocketing								
All other								
GRAND TOTAL								

MONTHLY REPORT TABLES

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TABLE 5

PART II CASES

	THIS MONTH			TOTAL REPORTED	
	Re-ported	Outside	Local	This Year	Last Year
8. OTHER ASSAULTS					
9. FORGERY & COUNTERFEITING					
10. EMBEZZLEMENT & FRAUD					
11. STOLEN PROPERTY, BUYING, ETC.					
12. WEAPONS, POSSESSION, ETC.					
13. PROSTITUTION					
14. SEX OFFENSES					
15. FAMILY AND CHILDREN					
16. NARCOTIC DRUG LAWS					
17. LIQUOR LAWS					
18. DRUNKENNESS					
19. DISORDERLY CONDUCT					
20. VAGRANCY					
21. GAMBLING					
22. DRIVING WHILE INTOXICATED					
23. VIOL. OF ROAD & DRIV. LAWS					
24. PARKING VIOLATIONS					
25. OTHER TRAFFIC VIOLATIONS					
26. OTHER OFFENSES					
27. SUSPICION					

PART III CASES

REPORTS OF LOST AND FOUND

	TOTAL REPORTS	OUTSIDE	LOCAL			LOCATED ¹		
			This Month	This Year	Last Year	This Month	This Year	Last Year
28. LOST PERSONS								
Juveniles								
Adults								
LOST ANIMALS								
LOST PROPERTY								
						RETURNED ¹		
29. FOUND PERSONS								
Juveniles								
Adults								
FOUND ANIMALS								
FOUND PROPERTY								
Bicycles								
Other								

¹Outside cases are not included.

TABLE 6

PART IV CASES

Casualties, except Motor Vehicle Traffic Accidents

Note: Motor vehicle traffic accidents (30, 31, 32) are tabulated in Table 9.	OUT-SIDE RPTS.	REPORTED			INJURED			KILLED		
		T. Mo.	T. Yr.	L. Yr.	T. Mo.	T. Yr.	L. Yr.	T. Mo.	T. Yr.	L. Yr.
33. OTHER TRAFFIC ACCIDENTS										
Railroad accidents										
Street car accidents										
Other traffic accidents										
34. PUBLIC ACCIDENTS										
Drownings										
Falls										
Burns, conflagrations, explosions										
Motor vehicle non-traffic										
Other vehicular non-traffic										
Other types										
35. HOME ACCIDENTS										
Falls										
Burns, scalds, explosions										
Poisonous gas										
Mechanical suffocations										
Poison (except gas)										
Motor vehicle										
Cut or scratch										
Other types										
36. OCCUPATIONAL ACCIDENTS										
Handling objects										
Falls										
Machinery										
Motor vehicles										
Other vehicles										
Falling objects										
Using hand tools										
Burns, conflagrations, explosions										
Other types										
37. FIREARMS ACCIDENTS										
Home										
Occupational										
Public										
38. DOG BITES										
Home										
Occupational										
Public										
39. SUICIDES										
40. SUICIDE ATTEMPTS										
41. SUDDEN DEATH AND BODIES FOUND										
42. SICK CARED FOR										
43. MENTAL CASES										
TOTAL										

PART V CASES (MISCELLANEOUS)

	THIS MONTH			THIS YEAR	LAST YEAR
	Reports	Outside	Local	Reports	Reports
44. MISCELLANEOUS OFFICERS					
45. MISCELLANEOUS PUBLIC					
46. SPECIAL ORDERS					
47. GENERAL ORDERS					
48. RULES AND REGULATIONS					

TABLE 7

DISPOSITION OF PERSONS ARRESTED

COURT AND CHARGE ¹	ARRESTS						CONVICTIONS					
	This Month	This Year	Released by Police	Dismissed by Court	Acquitted	Pending	TOTAL	Same Offense	Lesser Offense	Other Offenses	Placed on Probation	Arrests for Other Depts.
STATE & FEDERAL CASES												
1 MURDER & NON-NEG. MANSLTR.												
Manslaughter												
2 RAPE												
3 ROBBERY												
4 AGGRAVATED ASSAULT												
5 BURGLARY												
6 LARCENY												
7 AUTO THEFT												
9 FORGERY & COUNTERFEIT												
10 EMBEZZLEMENT & FRAUD												
14 SEX OFFENSES												
16 NARCOTICS LAWS												
17 LIQUOR LAWS												
OTHER OFFENSES												
POLICE COURT CASES												
6 PETIT LARCENY												
8. OTHER ASSAULTS												
9 BAD CHECKS												
10. EMBEZZLEMENT & FRAUD												
11. STOLEN PROPERTY												
12. WEAPONS, CARRYING, ETC.												
13. PROSTITUTION												
14 SEX OFFENSES												
15. FAMILY AND CHILDREN												
16 NARCOTICS LAWS												
17. LIQUOR LAWS												
18. DRUNKENNESS												
19. DISORDERLY CONDUCT												
20. VAGRANCY												
21. GAMBLING												
22. DRIVING INTOXICATED												
23. ROAD AND DRIVING LAWS												
24. PARKING VIOLATIONS												
25. OTHER TRAFFIC VIOLATIONS												
26. OTHER OFFENSES												
27. SUSPICION												
SLEEPERS												
MENTAL CASES												
COMMITMENTS												
GRAND TOTAL												

¹The offenses may be listed in the order of the 27 uniform classifications without reference to the court in which they were tried. This listing is used in *A Guide for Preparing Annual Police Reports*, *op. cit.*, Table V, p. 18. However, the separate tabulation of police court cases provides useful information on the work of the courts.

MONTHLY REPORT TABLES

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TABLE 9

MOTOR VEHICLE TRAFFIC ACCIDENTS

	TOTAL ACCIDENTS			30. FATAL			31. NON-FATAL			32. PROPERTY DAMAGE		
	This Mo.	This Year	Last Year	This Mo.	This Year	Last Year	This Mo.	This Year	Last Year	This Mo.	This Year	Last Year
MOTOR VEHICLE TOTAL												
MV—Pedestrian												
MV—MV												
MV—Railroad train												
MV—Street car												
MV—Animal drawn vehicle												
MV—Bicycle												
MV—Animal												
MV—Fixed object												
MV—Noncoll.: overturned												
MV—Noncoll.: ran off road												
MV—Other non-collision												
MV—Miscellaneous												
	32. PRPTY. DAM. OVER — ¹			32. PRPTY. DAM. UNDER — ¹			31. PERSONS INJURED			30. PERSONS KILLED		
	This Mo.	This Year	Last Year	This Mo.	This Year	Last Year	This Mo.	This Year	Last Year	This Mo.	This Year	Last Year
MOTOR VEHICLE TOTAL												
MV—Pedestrian												
MV—MV												
MV—Railroad train												
MV—Street car												
MV—Animal drawn vehicle												
MV—Bicycle												
MV—Animal												
MV—Fixed object												
MV—Non-coll.: overturned												
MV—Noncoll.: ran off road												
MV—Other noncollision												
MV—Miscellaneous												

TYPE OF MOTOR VEHICLE INVOLVED IN ACCIDENTS

	TOTAL			30. FATAL			31. NON-FATAL			32. PROPERTY DAMAGE		
	This Mo.	This Year	Last Year	This Mo.	This Year	Last Year	This Mo.	This Year	Last Year	This Mo.	This Year	Last Year
TOTAL MOTOR VEHICLES												
Passenger car												
Truck												
Taxicab												
Bus												
Motorcycle												
Not stated												

¹The sum to be inserted in the blanks should be the local legal minimum standard for compulsory reporting.

TABLE 10
TIME OF OCCURRENCE
Accidents and Violations

ACCIDENTS					VIOLATIONS (Citations included in arrests)								
FATAL	INJURY		NON-INJURY		TOTAL	TOTAL SIGHT ARREST AND WARNINGS		ACCIDENT DRIVER ARRESTS		DRIVE UNDER INF. LIQUOR NO ACCIDENT		WARNINGS ISSUED	
This Month	This Year	This Month	This Year	This Month	This Year	This Month	This Year	This Month	This Year	This Month	This Year	This Month	This Year
						12:01 A.M.—6:00 A.M.							
						6:01 A.M.—7:00 A.M.							
						7:01 A.M.—8:00 A.M.							
						8:01 A.M.—9:00 A.M.							
						9:01 A.M.—10:00 A.M.							
						10:01 A.M.—11:00 A.M.							
						11:01 A.M.—12:00 N.							
						12:01 P.M.—1:00 P.M.							
						1:01 P.M.—2:00 P.M.							
						2:01 P.M.—3:00 P.M.							
						3:01 P.M.—4:00 P.M.							
						4:01 P.M.—5:00 P.M.							
						5:01 P.M.—6:00 P.M.							
						6:01 P.M.—7:00 P.M.							
						7:01 P.M.—8:00 P.M.							
						8:01 P.M.—9:00 P.M.							
						9:01 P.M.—10:00 P.M.							
						10:01 P.M.—11:00 P.M.							
						11:01 P.M.—12:00 M.							
						ALL HOURS							

MONTHLY REPORT TABLES

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TABLE 11

DRIVERS INVOLVED IN ACCIDENTS

Number arrested, and disposition

	THIS MONTH	THIS YEAR	LAST YEAR
TOTAL ACCIDENTS			
DRIVERS INVOLVED IN ACCIDENTS			
Drivers not arrested			
Drivers arrested and cited			
Driving while drunk			
Reckless driving (drinking)			
Leaving scene of an accident			
Speeding			
Reckless driving (not drinking)			
Signs and signals			
Failing to yield right of way			
Other violations			
Released by police			
Found guilty			
Fined			
Sentence suspended			
License suspended			
Dismissed or acquitted			
Pending in court			
Average Fine (including costs)			
Per cent of convictions in cases tried			

ARRESTS FOR DRIVING UNDER INFLUENCE OF LIQUOR

(Accident drivers are included)

	THIS MONTH	THIS YEAR	LAST YEAR
DRIVING WHILE DRUNK ARRESTS			
Found guilty			
Same offense			
Lesser offense			
Fined			
Sentence suspended			
License suspended			
Dismissed or acquitted			
Pending in court			
Average fine (including costs)			
Per cent of convictions in cases tried			
RECKLESS DRIVING (DRINKING)			
Found guilty			
Same offense			
Lesser offense			
Fined			
Sentence suspended			
License suspended			
Dismissed or acquitted			
Pending in court			
Average fine (including costs)			
Per cent of convictions in cases tried			

APPENDIX D

TABLE 12

CITATIONS ISSUED FOR MOVING VIOLATIONS

	RECK. DRIV.	SPEED	RUN TRAF. LIGHT	RUN STOP SIGN	RIGHT OF WAY	OTHER	TOTAL
Number issued this mo.							
Last month							
This year							
Last year							
Acquitted							
Dismissed							
By court							
By pros. atty.							
By police							
Convictions—same ¹							
Convictions—lesser ²							
Traffic school							
License suspended							
Suspended sentence							
To jail							
Costs only							
Av. fine (inc. costs)							
Warrants issued ³							

PARKING CITATIONS

	THIS MONTH	THIS YEAR	LAST YEAR
Total parking citations issued			
First notice			
Second notice			
Total parking citations disposed of			
Acquitted			
Dismissed			
By court			
By prosecuting attorney			
By police			
Convictions			
Traffic school			
License suspended			
Suspended sentence			
To jail			
Costs only			
Average fine (including costs)			
Warrants issued for failure to appear ³			

¹Same offense.²Lesser offense.³See Table 15 for disposition of warrants.

TABLE 13
WARNINGS ISSUED FOR MOVING VIOLATIONS

	THIS MONTH	THIS YEAR	LAST YEAR
TOTAL WARNINGS ISSUED			
Local car drivers			
Foreign car drivers			
Bicycle riders			
Accident drivers			
Speeding			
Reckless driving			
Signs and signals			
Right of way			
Other violations			
Nonaccident drivers			
Speeding			
Reckless driving			
Signs and signals			
Other violations			
Warnings Issued (no previous violation)			
Accident drivers			
Nonaccident drivers			
Warnings Issued (one previous violation)			
Accident drivers			
Nonaccident drivers			
Warnings Issued (two or more previous violations)			
Accident drivers			
Nonaccident drivers			

DEFECT NOTICES ISSUED

	THIS MONTH	THIS YEAR	LAST YEAR
TOTAL DEFECT NOTICES ISSUED			
Inspected and returned			
Pending			

TABLE 14
DISPOSITION OF WARNING

	THIS MONTH	THIS YEAR	LAST YEAR
TOTAL WARNINGS ISSUED			
Warnings filed (no action taken)			
Juveniles sent to juvenile division			
Traffic school summons issued			
Enrolled in traffic school			
Paid fine			
Dismissed by police			
Pending enrollment in traffic school			
Unable to locate			
Warrant issued ¹ (failed to enroll in traffic school)			
POLICE COURT SUMMONS ISSUED			
Fined			
Average fine			
Suspended sentence			
License suspended			
Dismissed			
By court			
By prosecuting attorney			
By police			
Pending in court			
No service (summons returned, unable to locate)			
Warrant issued ¹ (failed to appear on P. C. S.)			

¹See Table 15 for disposition of warrants.

TABLE 15
WARRANTS ISSUED FOR FAILURE TO APPEAR

	ON CITATIONS		ON WARNINGS		TOTAL		
	Moving Viol.	Parking Viol.	Traffic School Sum- mons	Police Court Sum- mons	This Month	This Year	Last Year
Issued							
Disposed of as citation							
Served							
Service pending							
Unable to serve							
:							
:							
:							
:							
Pending in court							
Dismissed							
By court							
By prosecuting attorney							
By police							
Not guilty							
Convictions							
Suspended sentence							
Jail sentence							
Costs only							
Average fine							
Sent to traffic school							
License suspended							

*Out of town resident—warrant mailed—negative results.

*Out of state resident—or one who has since moved out of state.

*Local resident—unable to locate.

*Case settled—not convicted—before warrant served.

*Case settled—convicted—before warrant served.

TABLE 16
JUVENILE OFFENDERS

OFFENSES	THIS MONTH	THIS YEAR	LAST YEAR	THIS YEAR TO DATE			
				First Offndr.	Repeat Offndr.	Disposed of by	
						Juv. Ct.	Pol. D.
Assault							
Auto theft							
Burglary							
Curfew							
Destroy property							
Disorderly							
Gambling							
Incorrigible							
Larceny							
Runaway							
Sex offenses							
Shooting							
Throwing							
Traffic							
Trespassing							
Truancy							
Vagrancy							
Other							
TOTAL							

MONTHLY REPORT TABLES

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TABLE 17

PART I CASES CLEARED BY THE APPREHENSION OF JUVENILES
(These cases are also included in Table 2)

OFFENSES	THIS MONTH	THIS YEAR	LAST YEAR
CRIMINAL HOMICIDE			
RAPE			
ROBBERY			
BURGLARY			
Residence			
Nonresidence			
AGGRAVATED ASSAULT			
LARCENY			
Pocket-picking			
Purse-snatching			
Shoplifting			
From auto			
Auto accessories			
Bicycle			
All other			
AUTO THEFT			
Joy riding			
TOTAL			

DISPOSITION OF JUVENILE OFFENDERS

	THIS MONTH	THIS YEAR	LAST YEAR
JUVENILE DIVISION			
Reprimand			
Unofficial probation			
JUVENILE COURT			
Detention home			
State institution			
Private home			
Probation			
Dismissed			
Pending			
TOTAL			

SOURCE OF INFORMATION ON JUVENILE OFFENDERS

	THIS MONTH	THIS YEAR	LAST YEAR
Officer			
Relative			
Citizen			
School			
Juvenile court			
Other			
TOTAL			

MONTHLY REPORT TABLES

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TABLE 19

ADULT OFFENSES AGAINST JUVENILES¹ (These cases are also included in Tables 2 and 5)

OFFENSE	LOCAL REPORTS			LOCAL REPORTS CLEARED						OUT-SIDE
	This Month	This Year	Last Year	This Month		This Year		Last Year		
				No.	%	No.	%	No.	%	
Abandonment										
Abuse										
Bigamy and polygamy										
Delinquency of minor										
Desertion										
Incest										
Indecent exposure										
Kidnapping by relative										
Licentious advances										
Neglect										
Obscenity										
Statutory rape										
Other										
TOTAL										

ADULT OFFENDERS ARRESTED, LOCAL CASES

OFFENSE	THIS MONTH	THIS YEAR	LAST YEAR	THIS YEAR TO DATE			
				MALE		FEMALE	
				White	Colored	White	Colored
Abandonment							
Abuse							
Bigamy and polygamy							
Delinquency of minor							
Desertion							
Incest							
Indecent exposure							
Kidnapping (relative)							
Licentious advances							
Neglect							
Obscenity							
Statutory rape							
Other							
TOTAL							

DISPOSITION OF ADULT OFFENDERS

	THIS MONTH			THIS YEAR		
	Male	Female	TOTAL	Male	Female	TOTAL
Convictions						
Same offense						
Lesser offense						
Paroled						
Dismissed by court						
Acquitted						
Pending						

¹The investigation of some or all of these offenses may be assigned to other divisions in some departments.

APPENDIX D

TABLE 20

MENTAL CASES

(These cases are also included in Item 43, Table 6)

	THIS MONTH	THIS YEAR	LAST YEAR
CASES REPORTED			
Not taken into custody			
Taken into custody			
Released to relatives			
Held for hearing			
Released after hearing			
Committed			

MISCELLANEOUS REPORTS

	THIS MONTH	THIS YEAR	LAST YEAR
PERSONS ASSISTED			
Poverty cases			
Medical aid			
Miscellaneous			
MISCELLANEOUS OFFICERS			
Local			
Outside			
TOTAL			

DANCE PERMITS

	THIS MONTH	THIS YEAR	LAST YEAR
TOTAL DANCE PERMITS ISSUED			
One day			
One month			
Three months			
Six months			
One year			

TABLE 21
REPORT OF VICE CONTROL
(These cases are also included in Table 5)
COMPLAINTS

	SOURCE				THIS MONTH			THIS YEAR			LAST YEAR		
	From Citizen	Of- ficial	Vice Divn.	Other Divn.	Number Reported	Un- founded	Cleared by Arrest	Number Reported	Un- founded	Cleared by Arrest	Number Reported	Un- founded	Cleared by Arrest
GAMBLING LIQUOR NARCOTICS PROSTITUTION													

	ARRESTS				CASES OF CONTRABAND SEIZED			
	THIS MONTH		THIS YEAR		THIS MONTH		THIS YEAR	
	Vice D.	Other D.	Vice D.	Other D.	Vice D.	Other D.	Vice D.	Other D.
GAMBLING Bookmaking Cards Dice Lottery Machines Other devices								
LIQUOR								
NARCOTICS Marihuana Morphine Other								
PROSTITUTION Pandering Prostitution Running house of prost.								

APPENDIX D

TABLE 22
LABORATORY REPORT
PHOTOGRAPHIC

	CASES	NUMBER OF ITEMS		
		THIS MONTH	THIS YEAR	LAST YEAR
NEGATIVES DEVELOPED				
Mugs				
Copy cases				
Latent fingerprints				
Homicide and suicide				
Crime scenes				
Evidence				
Dead bodies				
Accidents				
Photo-micrographs				
Other city departments				
Miscellaneous				
PRINTS DEVELOPED				
Mugs				
Enlargements				
Latent fingerprints				
Homicide and suicide				
Crime scenes				
Evidence				
Dead bodies				
Accidents				
Photo-micrographs				
Other city departments				
Miscellaneous				

EVIDENCE BROUGHT TO LABORATORY

DEVELOPMENT OF LATENT FINGERPRINTS	CASES	PIECES	IDENT.	DEVELOPMENT OF CASTS	CASES	PIECES
Powder				Moulage		
Silver nitrate				Plaster of Paris		
Miscellaneous				Miscellaneous		

EVIDENCE RECEIVED	CASES	PIECES	EVIDENCE DISPOSED	CASES	PIECES
Examined			Returned to owner		
No examination			Destroyed		
			Otherwise		

GUNS IN LABORATORY

Guns in Laboratory, First of Month
Received during month
Released during month
Guns in Laboratory, End of Month

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POLYGRAPH REPORT

	THIS MONTH	THIS YEAR	LAST YEAR
1. Polygraph Tests			
2. Cases			
3. Subjects			
a. Records indicative of deception			
(1) Confessions obtained			
(2) No confession made			
(a) Prosecuted			
(b) Released, insufficient evidence			
(c) Released, other reasons			
b. Records indicative of insanity			
c. Records too erratic for classification			
d. Clear records			
(1) Prosecutions			
(2) Confessions			

[illegible]

TABLE 25
PERSONNEL REPORT
CHANGES IN PERSONNEL

	THIS MONTH	THIS YEAR	LAST YEAR
1. Present for duty end of last month			
2. Recruited during month			
3. Reinstated during month Total to account for			
4. Separations from service (a) Voluntary resignations (b) Retirement on pension (c) Resigned with charges pending (d) Dropped during probation (e) Dismissed for cause (f) Killed in line of duty (g) Deceased			
5. Present for duty at end of month			

SICK AND INJURED REPORT¹

	THIS MONTH	THIS YEAR	LAST YEAR
Officers reporting sick			
Days lost by sick leave			
Officers reporting injured			
Days lost while injured			
Total days lost, sick and injured			

¹If the department has a police surgeon on its staff the sick and injured report should have the following items added to it: number ordered on sick leave; number of professional calls; number of applicants examined; and number of applicants rejected for physical unfitness. See Table III, Report of Police Surgeon, *A Guide for Preparing Annual Police Reports*, *op. cit.*, p. 11.

MONTHLY REPORT TABLES

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TABLE 27

DISTRIBUTION OF INCIDENTS BY MOTORIZED BEATS

BEAT NUMBERS AND TOTALS, BY PLATOONS ¹	PART I CRIMES	PART II CRIMES	MISC. REPORTS	ACCI- DENTS	ARRESTS	CITA- TIONS	SPECIAL SERVICES

¹Use one horizontal line for each beat on each platoon, and one for the totals for each platoon. Use as many sheets as necessary.

TABLE 28

MOTOR FUEL CONSUMPTION AND REPAIRS

No.	MAKE	GASOLINE		OIL		PARTS	LABOR	MILEAGE	
		Gal.	MPG	Qts	MPQ	Cost	Hrs./Cost	This Month	Speed

Oil consumed by cars						Oil consumed by cycles			
Gas on hand (date)						Oil on hand (date)			
Gas purchased during month						Oil purchased during month			
Gas consumed during month						Oil consumed during month			
Gas on hand (date)						Oil on hand (date)			

TABLE 29

RADIO EXPENDITURES

	TRANSMITTERS		RECEIVERS		TOTAL COST
	Parts	Labor	Parts	Labor	
Headquarters					
Car No.					
Car No.					

Mtc No.					
Mtc No.					
Mtc No.					
TOTAL					

APPENDIX D

TABLE 30

REPORT OF OPERATING COSTS

	Month of			
	ENCUMBRANCES AND EXPENDITURES			
	This Mo.	Last Mo.	This Yr.	Last Yr.
50a Salaries, Regular				
50b Salaries, Undercover				
50c Salaries, Humane Society				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
51 Expense of Detectives				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
52a Transp. Expenses, Car Rental				
52b Transp. Expenses, Bus-Rail-Air				
52c Transp. Expenses, Humane Society				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
53a Maint. of Equip. Automobile				
53b Maint. of Equip. Motorcycle				
53c Maint. of Equip. Recall Lights				
53d Maint. of Equip. Radio Trans.				
53e Maint. of Equip. High Fre. Trans.				
53f Maint. of Equip. Radio Receivers				
53g Maint. of Equip. Radio Acc. KC....				
53h Maint. of Equip. Radio Account				
53i Maint. of Equip. Public Address				
53j Maint. of Equip. Sound Equipment				
53k Maint. of Equip. Cameras, Enlargers				
53l Maint. of Equip. Polygraph and Supplies				
53m Maint. of Equip. Laboratory				
53n Maint. of Equip. Personnel				
53o Maint. of Equip. Typewriters				
53p Maint. of Equip. Mimeograph Machine				
53q Maint. of Equip. Furniture and Files				
53r Maint. of Equip. Misc. Office				
53s Maint. of Equip. Garage				
53t Maint. of Equip. Radio Shop				
53u Maint. of Equip. Building				
53v Maint. of Equip. Jail				
53w Maint. of Equip. Miscellaneous				
53x Maint. of Equip. Building Lights				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
54a New Equip. Purch. Automobile				
54b New Equip. Purch. Motorcycle				
54c New Equip. Purch. Recall Lights				

MONTHLY REPORT TABLES

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TABLE 30 (Continued)

	ENCUMBRANCES AND EXPENDITURES			
	This Mo.	Last Mo.	This Yr.	Last Yr.
54d New Equip. Purch. Radio Trans.				
54e New Equip. Purch. High Fre. Trans.				
54f New Equip. Purch. Radio Receivers				
54g New Equip. Purch. Radio Acc. KC. . . .				
54h New Equip. Purch. Radio Account				
54i New Equip. Purch. Public Address				
54j New Equip. Purch. Sound Equip.				
54k New Equip. Purch. Cameras, Enlargers				
54l New Equip. Purch. Polygraph				
54m New Equip. Purch. Laboratory				
54n New Equip. Purch. Personnel				
54o New Equip. Purch. Typewriters				
54p New Equip. Purch. Mimeograph Machine				
54q New Equip. Purch. Furniture and Files				
54r New Equip. Purch. Misc. Office				
54s New Equip. Purch. Garage				
54t New Equip. Purch. Radio Shop				
54u New Equip. Purch. Building				
54v New Equip. Purch. Jail				
54w New Equip. Purch. Miscellaneous				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
55a Telephone & Telegraph, Telephone				
55b Telephone & Telegraph, Telegraph				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
56a Stat. Office & Labor Sup. Office Forms				
56b Stat. Office & Labor Sup. Stamps				
56c Stat. Office & Labor Sup. Office & Mimeo.				
56d Stat. Office & Labor Sup. Office Equip.				
56e Stat. Office & Labor Sup. Film				
56f Stat. Office & Labor Sup. Sens. Paper				
56g Stat. Office & Labor Sup. Lighting				
56h Stat. Office & Labor Sup. Cast Material				
56i Stat. Office & Labor Sup. Photo Chemicals				
56j Stat. Office & Labor Sup. Misc. Chemicals				
56k Stat. Office & Labor Sup. Labor, Misc.				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
57a Gasoline & Oil, Gasoline				
57b Gasoline & Oil, Oil				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
58a Matron's Supplies, Supplies				
58b Matron's Supplies, Laundry				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				

TABLE 30 (Continued)

	ENCUMBRANCES AND EXPENDITURES			
	This Mo.	Last Mo.	This Yr.	Last Yr.
59 Subsistence of Prisoners				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
60 Medical Aid to Prisoners				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
61a Miscellaneous, Ammunition, Targets, etc.				
61b Miscellaneous, Radio Rental				
61c Miscellaneous, Freight & Express Charges				
61d Miscellaneous, Fingerprint Supplies				
61e Miscellaneous, Miscellaneous				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
62a Traffic Signs & Signals, Maintenance				
62b Traffic Signs & Signals, Signal Equip				
62c Traffic Signs & Signals, Rubber Equip.				
62d Traffic Signs & Signals, Curb Markers				
62e Traffic Signs & Signals, Curb Paint				
62f Traffic Signs & Signals, Pavement Paint				
62g Traffic Signs & Signals, Lights				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
63 Insurance Premiums				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
64 Prison Farm Salaries				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
65a Prison Farm Food & Supplies, Food				
65b Prison Farm Food & Supplies, Seed, etc.				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
66 Farm Maintenance and Repairs				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
67a Farm Fuel & Light, Fuel				
67b Farm Fuel & Light, Light				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
68 Farm, Miscellaneous				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				
69 Widows' Pensions				
TOTAL ENCUMBERED AND EXPENDED				
ALLOCATED (MONTH) AND UNENCUMBERED (YEAR)				

Appendix E

ANNUAL REPORT TABLES

TABLE I
SALARY SCALE AND DISTRIBUTION OF PERSONNEL

RANKS AND GRADES ¹	No	ANNUAL SALARY	PATROL DIVISION				TRAFFIC DIVISION	DETECTIVE DIVISION	VICE DIVISION	JUVENILE DIVISION	RECORDS DIVISION			ASSIGNMENTS OUTSIDE DEPARTMENT
			Headquarters	Motor	Foot	Farm					Communic	Jails	Office	
Chief														
Captains														
Captains														
Captains														
Lieutenants														
Lieutenants														
Sergeants														
Detectives														
Patrolmen, 1st class														
Patrolmen, 2nd class														
Patrolmen, 3rd class														
Traffic Engineer														
Traffic School Director														
Turnkeys														
Record Clerks														
Record Clerks														
Record Clerks														
PBX Operators														
Chief's Secretary														
Detective Secretary														
Policewomen														
Matrons														
Farm Guards														
Farm Cooks														
Auto Mechanic														
Radio Mechanic														
Maintenance Mechanic														
Assistant Mechanic														
Janitor														
TOTAL														

¹Personnel to be listed according to ranks and grades in any individual department

APPENDIX E

TABLE II

CHANGES IN AUTHORIZED AND ACTUAL STRENGTH

RANK AND GRADES ¹	AUTHORIZED STRENGTH		ACTUAL STRENGTH		NET GAIN OR LOSS
	Jan. 1	Dec. 31	Jan. 1	Dec. 31	
Chief					
Captains					
Lieutenants					
Sergeants					
Detectives					
Patrolmen, 1st class					
Patrolmen, 2nd class					
Patrolmen, 3rd class					
Traffic Engineer					
Traffic School Director					
Turnkeys					
Record Clerks					
Secretaries					
PBX Operators					
Matrons					
Policewomen					
Farm Guards					
Farm Cooks					
Mechanics					
Ass't Mechanics					
Janitor					
TOTAL					

¹To be listed according to ranks and grades in any individual department.

CHANGES IN POLICE PERSONNEL

	1942	1941	1940	1939	1938
Present for duty, Jan. 1					
On leave of absence, Jan. 1					
TOTAL OFFICERS, Jan. 1					
Recruited during year					
Reinstated during year					
TOTAL					
Separations from service:					
a. Voluntary					
b. Retirement on pension					
c. Resigned with charges pending					
d. Dropped during probation					
e. Dismissed for cause					
f. Killed in line of duty					
g. Deceased					
Total separations during year					
TOTAL OFFICERS, Dec. 31					
On leave of absence, Dec. 31					
Present for duty, Dec. 31					

TABLE III
SICK AND INJURED REPORT

	1942	1941	1940	1939	1938
Officers reporting sick					
Days lost by sick leave					
Officers reporting injured					
Days lost while injured					
Total days lost, sickness and injury					

INFORMATION REGARDING PLANT, EQUIPMENT, AND CITY

NATURE OF INFORMATION ¹	TOTAL	PATROL DIVISION	DETECTIVE DIVISION	TRAFFIC DIVISION	PRISON FARM
Population of city					
Area in square miles					
Miles of paved streets					
Police building					
Year built					
Cost					
Patrol wagons					
Service trucks					
City-owned automobiles					
Rented automobiles					
City-owned motorcycles					
Call boxes					
Recall signals					
Radio transmitters					
City-owned radio receiving sets					
Privately-owned radio receiving sets					

¹These items will vary according to the needs of the individual city.

TABLE VI
COMPARATIVE RATES FOR PART I CRIMES AND PER CENT CONVICTIONS

	NUMBER OF OFFENSES KNOWN TO THE POLICE PER 100,000 POPULATION ¹				
	1942	1941	1940	1939	1938
1. Criminal homicide					
a. Murder and non-negligent					
Manslaughter					
b. Manslaughter by negligence					
2. Rape					
3. Robbery					
4. Aggravated assault					
5. Burglary—breaking and entering					
6. Larceny—thief					
7. Auto theft					

	PER CENT OF CONVICTIONS IN CASES DISPOSED OF				
	1942	1941	1940	1939	1938
1. Criminal homicide					
a. Murder and non-negligent					
Manslaughter					
b. Manslaughter by negligence					
2. Rape					
3. Robbery					
4. Aggravated assault					
5. Burglary—breaking and entering					
6. Larceny—thief					
7. Auto theft					

TABLE XII

INVESTIGATIONS MADE FOR OTHER JURISDICTIONS

	CURRENT YEAR	LAST YEAR	TWO YEARS PREVIOUS
TOTAL PART I OFFENSES			
1. Murder			
2. Rape			
3. Robbery			
4. Aggravated assault			
5. Residence burglary			
Nonresidence burglary			
6. Larceny			
7. Auto theft			
TOTAL PART II OFFENSES			
8. Other assault			
9. Forgery—Counterfeiting			
10. Embezzlement—Fraud			
11. Stolen property			
12. Weapons			
13. Prostitution			
14. Sex offenses			
15. Offenses against family and children			
16. Narcotics laws			
17. Liquor laws			
18. Drunkenness			
19. Disorderly conduct			
20. Vagrancy			
21. Gambling			
22. Driving while intoxicated			
23. Violation of road and driving laws			
24. Parking			
25. Other traffic violations			
26. Miscellaneous offenses			
27. Suspicion			
TOTAL PART III LOST AND FOUND			
28. Lost persons			
Lost animals			
Lost property			
29. Found persons			
Found animals			
Found property			
TOTAL PART IV CASUALTIES			
30, 31, 32, 33 Traffic accidents			
34, 35, 36, 37 Other accidents			
38. Dog bites			
39. Suicides			
40. Suicide attempts			
41. Sudden death			
42. Sick cared for			
43. Mental cases			
44. PART V. MISCELLANEOUS REPORTS			
TOTAL CASES INVESTIGATED			

THE ANNUAL REPORT¹

Tables I, II, and III relate to personnel, plant, and equipment. Personnel data are derived from monthly report Table 25. Additional personnel data should be recorded in Table III if the department staff includes a police surgeon. In addition to the first three annual report tables, samples of Tables VI, VII, XII, XXIV, XXXII, XXXIII, XXXIV, and XXXVI are included in this Appendix. Cases outside the local jurisdiction are enumerated in Tables XII and XIII (Arrests). Consequently "outside" cases are not included in the other annual report tables except those concerning recovered automobiles and bicycles stolen outside, which are included in Table VIII, Table V (Part I Crimes), and in Table XXVI.

Table IV is a summary, derived from monthly report Table 1. Three-year comparisons are provided for all subjects except motor vehicle accidents and identifications, where two-year comparisons are made.

Table V is arranged like Table 2, except that it would have only six columns headed as follows: (1) "Total Offenses Reported"; (2) "Unfounded"; (3) "Outside"; (4) "Actual Number of Offenses"; and (5 and 6) "Actual Offenses Cleared by Arrest," (5) "Number," and (6) "Per Cent."

Tables VI and VII (samples shown) are derived from Tables 2 and 7.

Table VIII is the same as Table 3 except that it has five columns, one for each of the past five years.

Table IX is like Table 4, except that it shows property stolen and recovered for the past three years, and a yearly summary (without comparison with previous years) of robberies, burglaries, and larcenies grouped according to the value of the property stolen.

Table X is arranged like Table 5 with five columns for each of the past five years. Only local offenses are included. The lower half of this table has eight columns to show a four-year comparison, the first four recording the lost and found persons, animals, and property, and the last four columns indicating those "Located" and "Returned." Only local cases are included.

Table XI is exactly like Table 6 except that data for the past three years are inserted in the columns headed: "This Month," "This Year," and "Last Year." Only local casualties are included. The portion of this table devoted to Part V cases has five columns for a five-year comparison.

Table XII (sample form included). Data are derived from Tables 2, 5, and 6.

Table XIII is exactly like Table 7 with the first column omitted. The offenses may be arranged in the order of the 27 uniform classifications, without reference to the court in which the cases were tried.² However, the separation of police court cases from the other cases provides information regarding court activities.

Table XIII-A is also arranged like Table 7. It provides a three-year comparison by recording in three sets of three columns each: (1) arrests, (2) con-

¹Roman numerals are used to designate the annual report tables in order to distinguish them from the monthly report tables for which Arabic numerals are used.

²This listing is used in Table V, p. 18, *A Guide for Preparing Annual Police Reports*, *op. cit.* Table V-A in the same publication may be considered for inclusion in the annual report.

victions, and (3) percentage convicted, for each of the past three years. This table is useful but not essential.

Table XIV is exactly like Table 8. No comparison with previous years is provided.

Table XV is the same as Table 9 except the data for the past three years are inserted in the columns headed: "This Month," "This Year," and "Last Year."

Table XVI is like Table 11 except five columns permit a five-year comparison.

Table XVII corresponds to Table 12 except that in the section devoted to moving violations the second, third, and fourth lines ("Last Month," "This Year," and "Last Year") are replaced by four lines permitting a five-year comparison. A five-year comparison is provided for parking citations.

Tables XVIII and XIX correspond to Tables 13 and 14 except that each provides a five-year comparison.

Table XX corresponds to Table 15 except the last three columns are used to give a three-year comparison.

Table XXI is the same as Table 16 except the first three columns are devoted to the past three years, and the last four to the year covered by the annual report.

Table XXII is the same as Table 17 except that a five-year comparison is provided.

Table XXIII corresponds to Table 18. No yearly comparison is provided.

Table XXIV (sample form included) contains data derived from the classification index cards.

Table XXV is the same as Table 19 except that, in the top box, a three-year comparison is provided by using the columns and double columns headed: "This Month," "This Year," and "Last Year." The "Outside" column is continued. In the middle box the first three columns are devoted to data for the past three years, and in the lower box a five-year comparison is provided with no breakdown into male and female.

Table XXVI corresponds to Table 20 except that a five-year comparison is provided.

Table XXVII corresponds to Table 21 except that a three-year comparison is provided for; the space under "Source" would provide data for the current year.

Table XXVIII and Table 22 correspond except that a three-year comparison is provided in the top box. A yearly summary is provided without comparison with other years in the remaining portion of the table.

Table XXIX is arranged like Table 23. The first half provides a three-year comparison and the lower half a two-year comparison.

Table XXX and Table 24 are identical. No comparison is provided with previous years.

Table XXXI is arranged like Table 26. A three-year comparison is provided, except in the lower box, which is limited to the totals for one year.

Table XXXII (sample form shown) is derived from Table 27 except that percentages are shown.

Table XXXIII (sample form shown) provides data derived from Tables 2, 5, 6, 7, and 9.

Table XXXIV (sample form shown) is derived from Table 28.

Table XXXV corresponds to Table 30 except the columns are used to show comparative operating costs for the past four years, and the lines "Allocated (Month) and Unencumbered (Year)" are omitted or crossed out.

Table XXXVI (sample form shown) is derived from Table XXXV except information regarding land, buildings, and improvements, which in some instances must be obtained from the municipal finance director.

Many of the monthly report table forms may be used in making the annual report if the table numbers and some of the column headings are omitted in printing and are typed in as "This Month," "This Year," and "Last Year" for the monthly report, and as the year numbers (such as 1942, 1941, and 1940) in the annual report. However, this will permit only a three-year comparison, and in some cases only a two-year comparison, although the convenience and saving in printing costs may justify this sacrifice.

Tables XIII-7, XIV-8, XXIII-18, and XXX-24 may be used for both the monthly and annual reports without change. If Table 5 is to be used for Table X all column headings should be omitted and some adjustment of the lines in the column headings in the lower box will be necessary. If Table 7 is to be used for Table XIII-A, all column headings must be omitted.

TABLE XXXVI

FINANCIAL STATEMENT

I. OPERATION AND MAINTENANCE

1. Personal service (salaries and wages)
 - A. General administration
 - B. Patrol
 - C. Traffic
 - D. Criminal investigation
 - E. Care of buildings and equipment
2. Contractual services
 - A. Communication and transportation
 - B. Other contractual services
3. Commodities
 - A. Supplies
 - B. Materials
4. Current charges and obligations
 - A. Pensions and retirements
 - B. Other charges

II. PROPERTIES ACQUIRED

5. Equipment
7. Land

TOTAL EXPENDITURES

Appendix F

APPLICATION FOR PATROLMAN

APPLICATION FOR PATROLMAN¹

(Use typewriter or ink. Applications not properly filled out will not be accepted; they may be rejected or returned for correction.)

1. Name (print).....

First
Middle Initial
Last
2. Present address.....

Number
Street

City
State
Phone Number
3. How long at this address?.....
4. Give addresses for past 10 years.....
.....
.....
5. Date and place of birth.....

(Please enclose copy of birth certificate with application.)
6. Are you a citizen?..... 7. If naturalized, give date.....
8. Age..... Height (without shoes)..... Weight.....
9. Single, married, divorced, widowed, or estranged?.....
10. How many persons dependent upon you for support?.....
.....
11. Is your life insured?..... 12. Are you in perfect health?.....
13. What illnesses have you had in the past 10 years?.....
.....
14. Is any member of your family in poor health? (Give particulars.).....
.....
15. Are your parents living?..... If dead, give age at demise and cause of death.....
.....
16. What part have you taken in athletics; what branch and in what capacity?.....
.....
17. Were you ever in the U. S. Army, Navy, or Marine Corps?.....
If so, give date of enlistment, date of discharge, the rank or ranks attained, and whether or not you saw active service.....
.....
18. Can you speak, read, or write any foreign language?.....
If so, which and to what degree?.....

¹This form was taken from Donald C. Stone, *Recruitment of Policemen* (Chicago: International Association of Chiefs of Police, 1938), pp. 19-22.

19. Do you drink intoxicating liquors?.....In excess?.....
Moderately?.....
20. Have your employers usually treated you right?
21. Do you know of anyone who may try to injure you in any way? If so, why?.....
22. Do you carry extensive charge accounts?
- Give the names of three firms with whom you have had charge accounts
23. Have you ever been arrested?..... If so, what for and what was the
disposition of the case?.....
24. Can you operate an automobile? Motorcycle?
Typewriter?..... Touch or sight?..... Radio?.....
Telephone switchboard?..... Write shorthand?.....
25. What experience have you had with firearms?
26. What experience in horsemanship?.....
27. Do you read much?..... Name some of the books you have read
during the past two years.....
28. What are your hobbies?.....
29. Give in the blanks below a detailed statement of your education, including dates:
- (a) Grade school: Attended from, 19, to, 19
Highest grade completed.....
- (b) High school: Name and location.....
Attended from....., 19....., to....., 19.....
Highest grade completed..... Were you graduated?.....
Major courses
- (c) College: Name and location From To Diploma or Degree
- Major subjects.....

What business or other special training, apprenticeship, correspondence courses, etc., not shown above, have you had?

Course Where Taken Months of Work

30. References: Give the names and addresses of three reliable persons, other than relatives or your past employers, who know you well enough to give information about you.

Name Address Occupation

31. Give the names of any relatives now in the city service, indicating relationship.....

32. If now employed, are you willing for us to ask your present employer about your work?
Yes (), No ().

33. List below your complete work history, starting with your present position and working backward through your experience. List any periods of unemployment:

Employer	Date	Salary	Position Held	Reason for Leaving
Present position or status:	From	Starting		
Address:	To	Last		
Last previous employer:	From	Starting		
Address:	To	Last		
Employer	From	Starting		
Address:	To	Last		
Employer	From	Starting		
Address:	To	Last		
Employer	From	Starting		
Address:	To	Last		

34. You may indicate in the space below and on additional blank sheets, if necessary, such experience and training you have had or specialized ability which, in your opinion, will qualify you for the position for which this application is filed. Describe fully positions you have held which required executive ability, the exercise of authority, and the ability to lead other men.

.....

.....

.....

.....

.....

.....

.....

.....

35. Do you know of anything that would disqualify you for appointment to the police department or prevent your full discharge of the official duties of such a position?.....

.....

.....

36. What prompts you to make application for appointment to the police department?.....

.....

.....

.....

37. Have you any special interest in police work?.....

.....

.....

38. All applicants must sign the following certificate:

Paste in this space an individual photograph of yourself, not in a group, taken within the past two years.

I hereby certify that there are no willful misrepresentations in or falsifications of the above statements and answers to questions. I am aware that should investigation disclose such misrepresentations and falsifications, my application will be rejected, and I will be disqualified from applying in the future for any position in

the service of the City of

(Signature of Applicant)

(Date)

Appendix G

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Appendix H

DEFINITION OF TERMS

Additional Information. Any circumstance regarding a case that is reported or learned after the preparation of the original record.

Alphabetical Index File. A file in which index cards are filed alphabetically.

Arch File. A device for holding loose papers, consisting of a board with metal prongs to insert through holes punched in the paper.

Arrest Blotter. A ledger for recording arrest information.

Arrest Numbers. A series of numbers used to designate records of arrest.

Arrest Record File. A file of records of arrest arranged according to arrest number.

Back-up. The act of inserting required information on the reverse of a photograph.

Beat. Post or area patrolled by a policeman.

Booking. The act of recording on an arrest record form information regarding a prisoner immediately after his arrest and prior to his incarceration in jail.

Booking Officer. The officer charged with recording the arrest data on the record of arrest card.

Booking Room. A room in which prisoners are temporarily detained pending booking and search.

Bureau. A unit subordinate to a division.

Call. A request for police service necessitating the dispatching of an officer to the scene.

Case. Case sheet with all attached records.

Case File. A cabinet in which cases are filed according to case number.

Case Number. A serial number affixed in chronological order to each case sheet in order to facilitate filing and reference.

Case-out-of-file Drawer. A drawer provided in the records office to receive cases which are out of their permanent files, including cases which have not been indexed and inspected.

Case Sheet. The complaint sheet; the record form on which is recorded information regarding the complaint.

Chief Executive Officer. The chief executive officer of a municipality: e.g., mayor, city manager, chairman of city board.

Circular. A notice sent to law enforcement officers describing crimes, stolen property, and persons wanted.

Citation. A process ordering a violator to appear in court on a certain date, to answer for the violation. Usually used in cases of traffic violations, but may be used for other minor infractions.

Citation. Written notice of a praiseworthy act. Used in this manual to denote an account on the daily bulletin of an outstanding act by a policeman.

Classification. The grouping of police incidents according to type of crime or complaint.

Classification Index File. A file in which index cards are filed according to classification of the incident.

Clearance. The disposition of a case by arrest or other means (exceptional clearances).

Clearance by Arrest. The disposition of a case wherein the perpetrator is apprehended.

Clip Board. A device for holding loose sheets of paper, consisting of a board with a spring clip on one side which holds the sheets by pressure.

Clipping. A method of attaching two or more pieces of paper together by means of removable metal clips that do not pierce the paper.

Closing a Case. The act of completing the record of an incident which has been disposed of.

Commanding Officer. An officer with the rank of lieutenant or higher.

Commendation. Oral recognition of a praiseworthy act.

Commitment. Court process ordering the incarceration of a convicted person.

Communication. Any method of transmitting information to, from, or within the police department. May be written message or a telephone, radio, teletype, recall light, whistle, or other signal.

Communications Officer. An officer operating a communications device; a dispatcher.

Communications Room. The room housing the communications officer.

Complaint Clerk. The officer who receives information from complainants and records such information on case sheets.

Complaint Desk. The desk or location of the complaint clerk.

Complaint Sheet. See *Case Sheet*.

Correspondence File. A file of general correspondence arranged according to subject matter.

Counter. A counter or desk at which the public may transact business with the police.

Criminal History File. A file of the criminal history sheets of persons arrested arranged according to local identification numbers.

Daily Bulletin. A series of sheets containing resumes of cases arranged by serial number.

Dead File. A file, the contents of which are no longer in current use; an inactive file.

Desk Duties. Receiving and recording complaints, dispatching officers, booking prisoners, and providing information to the public.

Desk Officer. An officer operating the complaint desk, regardless of his other duties.

Dispatcher. The officer charged with directing the activities of the field force by radio or telephone.

Division. The largest functional unit in a police department.

Exceptional Clearance. The disposition of a case because of unusual circumstances, as distinguished from clearance by arrest.

File. All records of a particular type filed together in one or more cabinets.

Fingerprint File. A file in which fingerprint cards are arranged by classification of the fingerprint. This term usually refers to the Henry system.

Fingerprint Ledger. A ledger for recording numerically by identification number the name and fingerprint classification of prisoners as fingerprinted.

Follow-up. The act of inspecting reports or other records to determine that proper and timely action has been taken and the incident disposed of.

General Index File. A file in which index cards on persons named in police records (arrest, identification, case, correspondence, circulars, etc.) are filed alphabetically.

Henry Fingerprint Card. Card, 8"x8", containing prints of all fingers.

Hook-up. The act of attaching reports and other items to the case sheet.

Hung Jury. A jury that is unable to agree on a verdict.

Identification Numbers. A series of numbers used to identify fingerprints and photographs of arrested persons.

Incident. Any matter reported to the police or initiated by them which is recorded on a case sheet.

Index—Indices. Ratios and other measurement devices.

Index Cards. Reference cards containing data from the original records.

Index File. One or more drawers in a filing cabinet in which index cards are systematically arranged for purposes of easy reference to original records and for tabulating.

Indexing. The act of preparing index cards.

Inscription File. A file in which stolen property index cards are arranged alphabetically according to the inscription on the article.

Internment. Detention of a person for medical care.

Jailer. The officer in charge of the jail; the turnkey.

Junior Traffic Patrol. An organization of school children devoted to traffic safety; children who direct other school children at school street crossings; a school-boy traffic patrol.

Laboratory. A unit responsible for the examination of physical evidence and its preparation for presentation in court.

Laboratory Technician. An officer, scientifically trained, who operates the police laboratory.

Latent Fingerprint File. A file in which latent fingerprints are arranged according to classification of the print or classification of the crime committed.

Location File. A file in which index cards are arranged by location, or street.

Miscellaneous. A number of diverse topics or subjects; used in this manual at the end of a series to denote that there are other topics of insufficient importance to justify a separate heading.

Modus Operandi. Description of the method used by a criminal in his operations.

Moving Violation. A traffic violation hazardous to public safety wherein an element of the violation is the movement of the vehicle, as distinguished from a parking violation.

Mug. A photograph of an individual arrested for a crime.

Mug File. A file in which mugs are arranged numerically.

Mug Number. The identification number used to designate the photograph of a prisoner.

Number File. A file in which stolen property index cards are arranged according to the number appearing on the property.

Offices. A designation of various units within a department by office space: records office, chief's office, etc.

Off the Air. That time during a routine tour of patrol when a radio-equipped patrol unit is unavailable for service by radio.

Outside. Outside the local jurisdiction; in another jurisdiction.

Patrol District. An area assigned to an individual patrol unit; it may be either a foot beat or a motorized beat.

Patrol Sergeant. A sergeant assigned to supervise a squad of patrolmen on street duty, as distinguished from a desk sergeant.

Pawn Ticket. A description provided by a loan establishment of any property, in addition to a description of its owner, which is pledged or otherwise held as security for a cash loan.

Personnel. The entire body of persons employed in a unit.

Personnel Officer. An officer assigned to assist the chief in personnel matters, such as recruitment, training, welfare, and discipline.

Photos-to-be-pasted Drawer. A drawer provided in the records office for the storing of photographs before they are prepared for permanent filing.

Platoon, Tour of Duty. A shift or detail; it is assumed that the 24 hours of the day are divided into three tours of duty or platoons beginning at such hours as midnight, 8:00 A.M., and 4:00 P.M., or 11:00 P.M., 7:00 A.M., and 3:00 P.M.

Police Court. The lowest court before which prisoners are brought charged with minor infractions; the magistrate's court, the recorder's court, the corporation court.

Polygram. A chart of the recordings of a polygraph reproduced by the machine on paper.

Polygraph. A device for detecting deception by recording the physiological changes in the subject during interrogation.

Preliminary Court. Any court having jurisdiction over preliminary hearings in felony cases.

Property Clerk. A records division employee, regardless of rank or other duties, who is responsible for the final police custody of property.

Prosecutor. The prosecuting attorney in a criminal case; the district attorney, city attorney, county attorney, etc.

Quadrants. Areas formed by the intersection at the scene of a crime of two lines usually parallel to streets.

- Radio Technician.** An officer responsible for the installation and maintenance of radio equipment.
- Records Division.** The unit that operates the records and communications systems.
- Records Office.** The central office of a records division containing filing equipment; the office in which indexing and similar tasks of record-keeping are performed.
- Records Operations.** Clerical and inspectional procedures within the records division.
- Relief Day.** A regularly assigned day on which an officer is relieved from routine duties; a rest day.
- Reporting Regulations.** Departmental regulations governing the preparation and handling of police reports.
- Requisition.** A written order asking that a purchase be made, prepared by the department head and forwarded to the purchasing agent prior to the issuance of a purchase order.
- Revocable License.** A license or permit subject to suspension or recall.
- Roll Call.** The act of calling the roll of officers reporting for duty.
- Shadow Box.** An illuminated stage on which prisoners may be exhibited behind a screen which prevents them from identifying the observers.
- Shift.** See *Platoon*.
- Show-up.** The exhibiting of prisoners to officers or witnesses.
- Single Fingerprint File.** A file in which single fingerprints are filed by classification. The most common system is the Battley.
- Special Investigator.** A specially trained officer assigned to search for, preserve, record, and transport to the laboratory physical evidence from the scenes of crimes and accidents.
- Stapling.** A method of attaching two or more pieces of paper by means of a device for inserting metal clips or stitches through the paper.
- Station Commander.** A superior officer, regardless of rank, who is in command of headquarters during a tour of duty.
- Statistician.** A records division employee who performs statistical work in connection with special studies or periodic summaries of police activity.
- Stolen Property Files.** Files in which stolen property index cards are arranged by class of article, by identifying number, and by inscription.
- Store Reports.** Reports filed according to street address containing information regarding a store and its managerial staff.
- Superior Officer.** An officer of higher rank than patrolman.
- Time Book.** A ledger containing the name of each member of the force opposite which is recorded the time worked.
- Tour of Duty.** See *Platoon*.
- Traffic Clerk.** A clerk who devotes attention to traffic records.
- Traffic Clinic.** A unit of the traffic division devoted to the examination of drivers.
- Traffic Violator's School.** A means of instructing traffic violators in safe driving practices.
- Trial Court.** The court having jurisdiction over the trial of felony cases.
- Turnkey.** See *Jailer*.
- Two-way Radio.** Usually refers to a portable mobile transmitter and receiver mounted in an automobile which enables the operator to receive and transmit messages.
- Undercover Operator.** A person employed usually on a temporary basis by the police to gather information or report on conditions; usually employed by the vice or detective divisions.
- Unfounded.** The disposition of a case wherein the crime alleged was not actually committed.
- Victim.** The first name entered on the case sheet. (The complainant, the person reporting the incident, the victim of the incident, or the person arrested.)
- Warrant.** A court process ordering the arrest and delivery of a person to court.

